

# Boston, Massachusetts

## Empowerment Zone Strategic Plan

*Note: This document is an electronic replication of all but a few pages of a Round II Urban Empowerment Zone strategic plan submitted to the U.S. Department of Housing and Urban Development (HUD) in early October 1998. At the request of HUD program officials, we have omitted several pages including the official nomination forms and all substantive sections listing resources pledged by public and private organizations. Also, due to technical constraints, we are unable to digitize some maps and other large illustrations.*

# BOSTON CONNECTS

PEOPLE  
TO ECONOMIC  
OPPORTUNITY



CITY OF BOSTON

THOMAS M. MENINO

MAYOR

OCTOBER 1996

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PEOPLE  
To ECONOMIC  
OPPORTUNITY

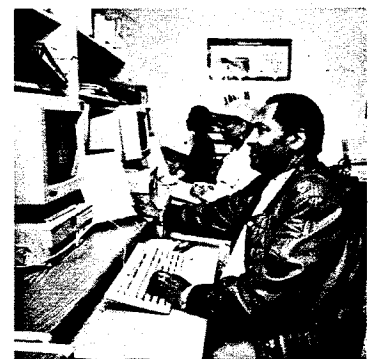
*healthy families & safe neighborhoods*



*lifelong learning*



*jobs for the future*



**CITY OF BOSTON**

THOMAS M. MENINO

MAYOR

OCTOBER 1998

My name is Rosa. I am 11 and a half years old. I have brown hair and brown eyes. I live with my mother and my father and my little brother in the South End. I was born in Puerto Rico. I moved here with my parents when I was four and my brother Carlos was born here.

We live on the third floor of a three family house. I have to share a room with Carlos and I don't like that because he is messy. My neighborhood has a park. I go there sometimes with my brother. I have to watch him after school because he's too little to stay by himself and my mom works until six. My mom doesn't like us to go to that park too much because older kids hang out there.

I am in the sixth grade at the Dearborn Middle School. My favorite class is art because I like to draw. I also like computers but we only get to do that on Thursdays. My best friend's name is Alisha. She sits next to me at school. I would like to go home with her but she goes to gymnastics at the YMCA after school. I wish I



did not have to babysit Carlos because then I could do gymnastics with Alisha.

My mom wants to be a nurse but she doesn't speak English as good as me and Carlos. She takes care of old people in their houses. She gets up really early every day because she has to take three buses to work.

My dad works very hard too. In the morning he goes to clean a big building downtown. He doesn't get home until late. At night he drives a cab. He doesn't get back until after I am in bed.

A lot of older kids in my neighborhood don't go to school. They hang on the corner. My mom and dad said I better not do that. They said I have to go to college. Noone in my family has been to college and I am scared to go. My mom says if you go to college you can get a good job.

When I grow up I want to go design things on computers. I want to live in my own house and I don't want to share it with my brother. I would rather have a dog.

**R**osa doesn't know she lives in the Empowerment Zone. Rosa also doesn't know that life in her neighborhood is improving and about to improve even more. With Empowerment Zone designation, the South End along with every neighborhood in the Zone will have the resources and the plan to connect residents with new economic opportunities.

*But we know that if all we do is create economic opportunity, we will not succeed. It is no help to Rosa's mother if the EZ programs create new nursing jobs and training programs if we don't also find a way for her to enroll in classes to improve her English. Similarly, a single mother reaching the end of her welfare limit cannot succeed in job training classes if her substance abuse issues go undiagnosed and unsolved. Unless we understand how needs like health care, child care, job training and housing connect, we will not achieve the goal of long-term economic self sufficiency for individuals, families and communities in the Zone.*

*In this regard, Boston has a head start on virtually every other city in the country. We have united all levels of law enforcement with the community to reduce our crime rate and prevent the violent deaths of our children. We have partnered with the private sector, the non-profit community and parents to reform our public schools. We have an effective network of community based organizations on which to build. Most importantly, we are committed to helping every Zone resident access the services that he/she needs to achieve economic self sufficiency.*

*This plan is not just words on paper. This plan is about people. It's about Rosa's mother in the South End, juggling work and parenting and looking for a way to move up the ladder. It's about a young man from South Boston who left school at 16 and is stuck in a minimum wage job. It's about a small business owner in Roxbury looking for capital to expand his shop. It's about a teenage girl in Mission Hill trying to care for her baby and get a GED. It's about all of these people with different needs but a common goal of improving their lives. They face obstacles in their path, obstacles that the EZ will help them overcome.*

*When we look at the Empowerment Zone, we see Rosa and her family and all the residents of the Zone taking a step toward changing their lives and communities for the better. When we look at the Empowerment Zone, we see so much possibility. We want you to see it too.*

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Title page, Page 16, Page 60  
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Title page, Page 81, Back Cover  
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## READER'S GUIDE

This brief outline of the key sections of the strategic plan has been included to help you navigate the course we've charted to connect people in the neighborhoods comprising the Empowerment Zone to economic self-sufficiency.

### Chapter One: Strategic Vision for Change

Several months ago, community-wide meetings were held in churches, community centers and schools throughout the Empowerment Zone\* to discuss the vision people have for the future of their neighborhoods. Young and old, grass-root activists and concerned parents, and business owners and would-be owners together developed their future vision:

#### *"Economic Self-Sufficiency for Individuals, Families and Communities"*

All of the goals, strategies and programs in this proposal flow from this vision embraced by the residents, business owners, community organization representatives and other stakeholders in the Empowerment Zone.

### Chapters Two and Three: A Look at the Empowerment Zone

The second chapter provides you with a tour through the neighborhoods, commercial and industrial areas of Boston's Empowerment Zone, a compact area in the heart of the City sometimes known as the "hub of the hub". Despite its central location, the area is disconnected in many ways from the prosperity of the rest of the City. For example, although this geographic area has approximately twice as many jobs as residents, the unemployment

rate in the Empowerment Zone is twice that of the citywide average. Other factors including significantly lower educational attainment, lower income levels, and higher mortality rates signal the general distress of the area.

The Enhanced Enterprise Designation awarded to this area by the Department of Housing and Urban Development (HUD) in 1994 has generated positive momentum in the neighborhoods of the Enterprise Zone. The third chapter provides a full community assessment, including a description of the progress made since the EEC designation. In addition, some of Boston's most innovative programs are described as they represent the significant success achieved in the City as a result of cooperation between the City, community groups, residents, business owners and others. It is this cooperation which is fundamental to the success of the Empowerment Zone.

### Chapters Four and Five: Strategic Plan Goals and Implementation

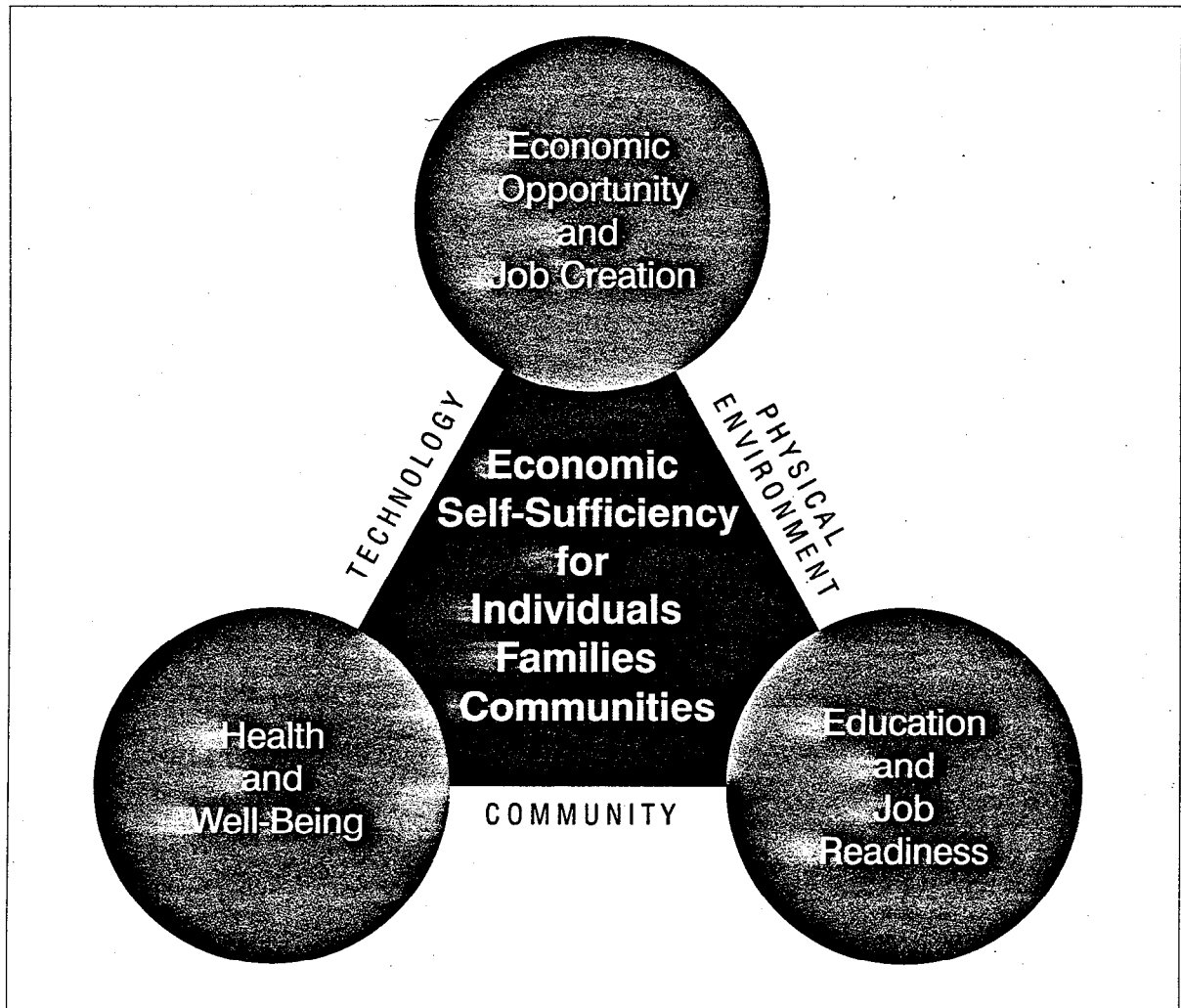
The next two chapters define the goals of the strategic plan which will enable the people who reside in the Empowerment Zone to reach their vision. The Strategic Plan provides a specific blueprint, through strategies, programs and outcomes for making economic self-sufficiency a reality.

There are three key elements and three supporting systems which provide a dynamic basis for achieving the goals and ultimately the vision.

The three key elements are:

- *Economic Opportunity and Job Creation.*  
This component includes initiatives to promote economic development and job growth within the Empowerment Zone by attracting new businesses and investment, helping existing businesses to grow, encouraging entrepreneurship, and developing Brownfields sites. This section also promotes affordable housing and homeownership as key elements of economic self-sufficiency and neighborhood development.

\*Boston's current official status is *Enhanced Enterprise Community (EEC)* as designated by HUD. For the purpose of this application for Round II and ease of reference, the term Empowerment Zone is being used throughout the Strategic Plan for the most part.



- *Residents' Health and Well-Being.* This element acknowledges the close relationship between economic self-sufficiency and good physical and emotional health and access to community-based services. Without a healthy foundation, residents will be unable to take care of their children, take advantage of education and training programs, and ultimately participate in the world of work.
- *Education and Job Readiness.* This component addresses the mismatch between the skill and educational levels of many Zone residents and the kinds of jobs being created in Boston's economy. These jobs tend to be clustered in the service industries and frequently require education beyond high school.

The three key elements are linked or supported by three systems as depicted in the illustration. The three systems are:

- *Community* refers to building connections among people and organizations and increasing the capacity of residents to address their needs. It builds upon the strong existing network of community activists, faith communities and community-based organizations in the Zone.
- *The Physical Environment* refers to the elements that make the Zone more attractive to people and investment, including transportation, the natural environment and environmental justice.
- *Technology* refers to building aptitude in basic computer skills, access to computers and the

Internet, technology training, and using technology to improve the community's ability to communicate, share information and enrich itself.

The vision is supported by 12 overarching goals, and strategies and programs that flow directly from the vision and goals.

## GOALS:

### Investing in Economic Opportunity and Job Creation

- Create 1,500 new or expanded businesses in the Empowerment Zone with 10,000 new job opportunities.
- Double the percentage of homeownership in the zone to 30% and produce a minimum of 11,000 units of affordable housing.

### Investing in Health and Well-Being

- Enable 10,000 or more families and individuals (about one-fifth of the zone) to overcome barriers to employment.

### Investing in Education and Job Readiness

- Ensure that every zone resident has access to basic literacy, adult education and a high school credential.
- Ensure that zone residents have access to the 10,000 new job opportunities projected in the Empowerment Zone, and to good jobs – jobs with a living wage, benefits and opportunities for advancement – throughout the region.

### Community Capacity Building

- Increase the vitality of Empowerment Zone civic life.

### Creating the Physical Environment for Change

- Connect residents of the Empowerment Zone to jobs and services with safe and convenient public transit.
- Ensure that environmental quality in the Empowerment Zone supports public health and economic opportunity.

### Linking the Community through Technology

- Ensure that EZ residents have basic computer skills and access to technology as the basis for job opportunity and information sharing.
- Ensure that information about business, health, education and training programs is integrated and easily accessible through computer technology.

### Tax Incentives

- Maximize investment and job creation in the Empowerment Zone by leveraging tax incentives.

The programs are examined in Chapter 5 where you will meet some of the individuals whose lives will be impacted by the ideas and actions presented. In addition, this chapter provides an aggressive marketing strategy for utilizing tax incentives to encourage the hiring of individuals living in the neighborhoods of the Zone as well as for businesses locating in the Zone. A governing structure and performance assessment plan round out this chapter and the implementation plan.

## Chapters Six, Seven and Eight: Making the Plan a Reality

These chapters describe the community-driven process underpinning this strategic plan and provide details of the ten year operational budget and the leveraged resources that make the plans – and most importantly, the vision — a reality.



## LINKING THE COMMUNITY THROUGH TECHNOLOGY

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
There is a need to bridge the gap between technological haves and have nots. It is estimated that by the year 2000, 60% of all jobs will require skills with technology and 75% of all transactions between individuals and government will involve technology.	Ensure that EZ residents have basic computer skills and access to technology as the basis for job opportunity and information sharing.	<ul style="list-style-type: none"> <li>Train EZ residents in the use of technology to ensure that they have basic computer skills.</li> </ul>	<ul style="list-style-type: none"> <li>5,000 agencies and households are computer literate.</li> </ul>	<ul style="list-style-type: none"> <li>\$2.62m</li> </ul>	<i>Capital Committed:</i> \$51.7M  <i>In Kind:</i> <ul style="list-style-type: none"> <li>Access to technology labs</li> <li>Training</li> </ul>
		<ul style="list-style-type: none"> <li>Increase access to computers throughout the EZ community - in schools, small businesses, homes and community-based organizations.</li> </ul>	<ul style="list-style-type: none"> <li>5,000 agencies and households have low-cost computers.</li> </ul>	<ul style="list-style-type: none"> <li>\$500K</li> </ul>	
		<ul style="list-style-type: none"> <li>Provide technical support to EZ families, businesses, and community-based organizations.</li> </ul>	<ul style="list-style-type: none"> <li>5,000 agencies and households have problem-solving technical support. 700 part-time jobs and several small businesses are created.</li> </ul>	<ul style="list-style-type: none"> <li>\$500K</li> </ul>	
There is a need for a strong resource and referral system in the EZ to serve as a central data bank and client tracking system. There is also a need for information sharing so that residents can learn about events, programs, and opportunities in the EZ and communicate with one another.	Ensure that information about business, health, education, and training programs is integrated and easily accessible through computer technology.	<ul style="list-style-type: none"> <li>Develop and maintain cutting edge comprehensive community information systems for community residents, organizations, businesses, and service providers.</li> </ul>	<ul style="list-style-type: none"> <li>The EZ Access System has been established. The EZ Website offers comprehensive information on Zone services and resources. The EZ has the technological capacity to maintain data, and monitor and track client progress.</li> </ul>	<ul style="list-style-type: none"> <li>\$5.2m</li> </ul>	

## TAX INCENTIVES

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
There is a need to attract investment to the EZ.	Maximize investment and job creation in the Empowerment Zone by leveraging tax incentives.	<ul style="list-style-type: none"> <li>Create an aggressive and innovative approach that promotes awareness, understanding and use of tax credits available in the EZ.</li> </ul>	<ul style="list-style-type: none"> <li>1,500 individuals and businesses utilize tax credits.</li> </ul>	<ul style="list-style-type: none"> <li>\$550K</li> </ul>	<i>Available Resources:</i> <ul style="list-style-type: none"> <li>Marketing Assistance</li> <li>Brownfields funding from state</li> </ul>
		<ul style="list-style-type: none"> <li>Combine Federal EZ tax incentives with state and city tax incentives, programs and funding for maximum impact.</li> </ul>	<ul style="list-style-type: none"> <li>100 new or existing utilize tax incentives and credits.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	
		<ul style="list-style-type: none"> <li>Use the Brownfields tax incentive to attract investment to the Zone.</li> </ul>	<ul style="list-style-type: none"> <li>\$50 million of new investment is attracted to Brownfield sites in the Zone.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	

## COMMUNITY CAPACITY BUILDING

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
EZ residents need a greater voice in matters affecting their lives, homes, businesses and communities. There is a need to strengthen organizations that provide foundations for the community, such as community-based and faith organizations, tenant organizations and neighborhood crime watches.	Increase the vitality of Empowerment Zone civic life.	<ul style="list-style-type: none"> <li>Support community-based and faith-based organizing efforts to promote self-sufficiency and civic participation.</li> </ul>	<ul style="list-style-type: none"> <li>600 additional residents are involved in local civic activities.</li> </ul>	<ul style="list-style-type: none"> <li>\$450K</li> </ul>	<b>Capital Committed:</b> \$1.75M  <b>In-Kind Resources:</b> <ul style="list-style-type: none"> <li>EZ publicity to 3,500 Spanish-speaking residents</li> <li>Computer labs for EZ staff</li> <li>Technical assistance in organizational development</li> </ul>
		<ul style="list-style-type: none"> <li>Strengthen Boston's neighborhood based service delivery infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>The CBO infrastructure will be represented by stronger, and in some areas, fewer, entities.</li> </ul>	<ul style="list-style-type: none"> <li>\$350K</li> </ul>	
		<ul style="list-style-type: none"> <li>Increase the number of eligible EZ residents that are registered to vote and ensure that all EZ residents are counted in the Year 2000 Census.</li> </ul>	<ul style="list-style-type: none"> <li>Boston's minority communities are fully counted in the 2000 Census, and voter registration in the Zone is increased by 100%.</li> </ul>	<ul style="list-style-type: none"> <li>\$55K</li> </ul>	

## CREATING THE PHYSICAL ENVIRONMENT FOR CHANGE

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
Boston's current transit system does not provide adequate transport for EZ residents to jobs throughout metro-Boston. In centers where public transportation is available, costs are often too expensive for residents transitioning from a training program to a first job.	Connect residents of the Empowerment Zone to jobs and services with safe and convenient public transit.	<ul style="list-style-type: none"> <li>Develop transportation methods to make jobs in the greater Boston region accessible for EZ residents.</li> </ul>	<ul style="list-style-type: none"> <li>2,000 low-income Zone residents receive free transit passes for jobs accessibility; shuttle services enable EZ residents to access jobs beyond the established transit system.</li> </ul>	<ul style="list-style-type: none"> <li>\$315K</li> </ul>	<b>Capital Committed:</b> \$4M
There is a need to improve the quality of the environment in the Empowerment Zone.	Ensure that environmental quality in the Empowerment Zone supports public health and economic opportunity.	<ul style="list-style-type: none"> <li>Train residents and neighborhood groups to identify environmental problems and establish environmental justice priorities.</li> </ul>	<ul style="list-style-type: none"> <li>EZ residents collaborate with the City to monitor and report environmental crimes; 50% reduction of environmental pollution.</li> </ul>	<ul style="list-style-type: none"> <li>\$150K</li> </ul>	
		<ul style="list-style-type: none"> <li>Launch a Zone-wide clean-up campaign in collaboration with Boston's Public Works and Parks and Recreation Departments.</li> </ul>	<ul style="list-style-type: none"> <li>Greater public awareness and pride in EZ neighborhoods and cleaner, graffiti-free streets and lots.</li> </ul>	<ul style="list-style-type: none"> <li>\$100K</li> </ul>	

## INVESTING IN EDUCATION AND JOB READINESS

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
Educational levels in the Zone are much lower than in the rest of the city. 43% of Zone residents over the age of 25 do not have a high school credential. At the same time, the new and emerging industries in the region increasingly require not just a high school diploma, but two or more years of education beyond the high school level.	Ensure that every Zone resident has access to basic literacy, adult education and a high school credential.	• Expand Adult Education and ESL services.	• 5,000 adults will have transitioned through education programs (ABE/GED/ESL).	• \$6.4m	<b>Capital Committed:</b> \$124M  <b>In-Kind/Technical Assistance:</b> <ul style="list-style-type: none"> <li>• Scholarships</li> <li>• Educational and training programs</li> <li>• Jobs</li> <li>• Internships</li> <li>• Career counseling</li> <li>• Summer jobs</li> <li>• After-school programs</li> <li>• Job readiness for welfare recipients</li> <li>• Tutoring and mentoring</li> <li>• ESL</li> </ul>
		• Create family literacy programs and "reading zones" throughout the Empowerment Zone.	• All school children involved in the literacy programs are reading at grade level.	• \$4m	
		• Expand existing network of alternative education services and job development services for youth in the Zone.	• 3,500 out-of-school youth have completed alternative education or training toward a high school diploma and/or post-secondary credits. 50% have completed job readiness or training and are employed.	• \$7.7m	
In addition to education, Zone residents need training to prepare them for the specific kinds of jobs that are likely to be available in the region over the next ten years. Those who are already working, but still in poverty, need access to further education and training in order to move into better jobs in industries with career ladders.	Ensure that Zone residents have access to the 10,000 new job opportunities projected in the Empowerment Zone, and to good jobs – jobs with a living wage, benefits and opportunities for advancement – throughout the region.	• Identify jobs in the region's key growth industries and develop training opportunities for those sectors.	• 2,000 unemployed adults have completed skills training or post-secondary credits. 50% are placed in career track jobs.	• \$6.55m	
		• Help Empowerment Zone residents upgrade skills and earn credentials to move into higher wage jobs with career opportunities.	• 5,000 underemployed adults develop marketable skills for career advancement. 25% show wage gain and career advancement.	• \$7.5m	
		• Provide professional job placement services through each of the three new Family Opportunity Centers in the Empowerment Zone.	• All FOC clients receive job development and placement services; more than 1,500 residents are placed in jobs.	• \$3.1m	
		• Establish a continuing education initiative to support and encourage holders of high school diplomas or GEDs to pursue post-secondary education.	• 10,000 Zone residents are informed about post-secondary educational opportunities. 30% pursue some college credits or advanced degrees.	• \$0	

## INVESTING IN HEALTH AND WELL-BEING

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
There is a need to reach the "hardest to serve" and assist this population in eliminating barriers to workforce participation. For many families, employment is a "catalyst for crisis." Crises often hit families in the form of inadequate childcare (less than 25% of all children (0-12) are enrolled in quality care), poor health (the Zone has high levels of poor health indicators), delinquent behavior among adolescents (less than 30% of adolescents (13-19) are involved in constructive after-school activities), violence in the home (more than half of Boston TANF recipients surveyed were in abusive relationships), and lack of access to services.	Enable 10,000 or more families and individuals (about one-fifth of the zone) to overcome barriers to employment.	<ul style="list-style-type: none"> <li>Create 3 Family Opportunity Centers, neighborhood-based clearinghouses for information, referral &amp; case management.</li> </ul>	<ul style="list-style-type: none"> <li>10,000 individuals and/or families have been assisted in removing the barriers to attain and retain full employment.</li> </ul>	<ul style="list-style-type: none"> <li>\$20m</li> </ul>	<b>Capital Committed:</b> \$394.2M  <b>In-Kind Resources:</b> <ul style="list-style-type: none"> <li>New programs, projects and facility improvements at five community health centers</li> <li>A new 8-bed sober home for males</li> <li>Services to homeless and seniors</li> <li>Community-based information and education programs</li> <li>Child care services and training</li> </ul>
		<ul style="list-style-type: none"> <li>Help young men transition from incarceration to community life and participation in the workforce.</li> </ul>	<ul style="list-style-type: none"> <li>All male EZ residents transitioning from detox, treatment or incarceration receive housing and life skills support.</li> </ul>	<ul style="list-style-type: none"> <li>\$800K</li> </ul>	
		<ul style="list-style-type: none"> <li>Reconnect young men with their families and communities.</li> </ul>	<ul style="list-style-type: none"> <li>50% of all non-custodial Zone fathers are involved in the lives of their children both financially and emotionally.</li> </ul>	<ul style="list-style-type: none"> <li>\$100K</li> </ul>	
		<ul style="list-style-type: none"> <li>Increase the quality and supply of safe, affordable surround care for children and youth.</li> </ul>	<ul style="list-style-type: none"> <li>60% of all EZ children (birth-12) participate in quality, affordable child care programs.</li> </ul>	<ul style="list-style-type: none"> <li>\$1.25m</li> </ul>	
		<ul style="list-style-type: none"> <li>Create a strong and healthy beginning for the Zone's youngest residents: infants and children.</li> </ul>	<ul style="list-style-type: none"> <li>90% of all EZ children (birth-5) enroll in a health insurance program and receive preventive and primary care.</li> </ul>	<ul style="list-style-type: none"> <li>\$2.75m</li> </ul>	
		<ul style="list-style-type: none"> <li>Support adolescents in avoiding and overcoming substance abuse, risky behavior, and criminal activity.</li> </ul>	<ul style="list-style-type: none"> <li>60% of all EZ adolescents are involved in violence/drug prevention and supportive after-school activities.</li> </ul>	<ul style="list-style-type: none"> <li>\$1.27m</li> </ul>	
		<ul style="list-style-type: none"> <li>Provide additional cancer prevention/early detection services to residents of the Zone.</li> </ul>	<ul style="list-style-type: none"> <li>5,000 adults participate in annual health screenings.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	
		<ul style="list-style-type: none"> <li>Provide health services via a mobile van.</li> </ul>	<ul style="list-style-type: none"> <li>3,000 adults and children participate in annual screenings (hypertension, cholesterol, vision/hearing, and dental.)</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	
		<ul style="list-style-type: none"> <li>Intervene strategically in the HIV/AIDS crisis.</li> </ul>	<ul style="list-style-type: none"> <li>Training programs and targeted preventive activities/information reach 5,000 youth/adults.</li> </ul>	<ul style="list-style-type: none"> <li>\$500K</li> </ul>	
		<ul style="list-style-type: none"> <li>Enhance domestic violence prevention services.</li> </ul>	<ul style="list-style-type: none"> <li>3,000 women receive support and information about domestic violence prevention.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	
		<ul style="list-style-type: none"> <li>Expand the Child Witness to Violence program to all neighborhoods of the Empowerment Zone.</li> </ul>	<ul style="list-style-type: none"> <li>Police in the EZ are trained to refer children who witness violence to health services; children receive necessary medical services.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	

## INVESTING IN ECONOMIC OPPORTUNITY AND JOB CREATION, CONTINUED

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
The current tight housing market severely limits families' access to affordable housing, special needs housing and options available to elderly residents. There is an urgent need to assist low-mod income families to become homeowners as well as produce more affordable units across the spectrum of need.	Double the percentage of homeownership in the Zone to 30% and produce a minimum of 11,000 units of affordable housing.	<ul style="list-style-type: none"> <li>Establish an EZ Home Center as a one-stop resource center for information, education and financial assistance for potential homebuyers and existing homeowners.</li> </ul>	<ul style="list-style-type: none"> <li>20,000 receive homeownership information; 1 business expanded or created; 5 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$1.5m</li> </ul>	<i>Capital Committed:</i> \$159M
		<ul style="list-style-type: none"> <li>Provide technical assistance to EZ homeowners with vacant rental units who want to become successful small landlords.</li> </ul>	<ul style="list-style-type: none"> <li>100 landlords receive technical assistance; 1 business expanded or created; 8 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$250K</li> </ul>	
		<ul style="list-style-type: none"> <li>Develop a property management internship and employment program for EZ residents, in collaboration with rental housing industry partners.</li> </ul>	<ul style="list-style-type: none"> <li>10 businesses expanded or created; 60 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$200K</li> </ul>	
		<ul style="list-style-type: none"> <li>Assist in the development of rental properties for low- and moderate-income families and at-risk populations, especially elders, with links to services.</li> </ul>	<ul style="list-style-type: none"> <li>150 affordable rental units developed for targeted population.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	
		<ul style="list-style-type: none"> <li>Expand and improve services for the homeless.</li> </ul>	<ul style="list-style-type: none"> <li>3,000 people assisted with housing needs; 2 businesses expanded or created; 14 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$2m</li> </ul>	
		<ul style="list-style-type: none"> <li>Expand the construction of affordable new homes on vacant lots in the Zone.</li> </ul>	<ul style="list-style-type: none"> <li>250 units of housing developed; 6 businesses expanded or created; 300 construction-related jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$2.4m</li> </ul>	
		<ul style="list-style-type: none"> <li>Target vacant/abandoned housing in the EZ for rehabilitation and sale to first-time homebuyers.</li> </ul>	<ul style="list-style-type: none"> <li>100 vacant properties rehabilitated; 10 businesses expanded or created; 300 construction-related jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$2.4m</li> </ul>	

# BOSTON CONNECTS PEOPLE TO ECONOMIC OPPORTUNITY...

## ...THE STRATEGIC PLAN AT A GLANCE

### INVESTING IN ECONOMIC OPPORTUNITY AND JOB CREATION

NEED	GOAL	STRATEGIES	OUTCOMES	EZ BUDGET	RESOURCES LEVERAGED
<p>The EZ is not sufficiently connected to Boston's leading industries and major growth opportunities.</p> <p>The EZ needs more economic activity, including new and expanded businesses that draw people to the area to work or shop and more development to eliminate unsightly vacant buildings.</p> <p>EZ residents need new job opportunities to decrease unemployment and raise income levels.</p>	<p>Create 1,500 new or expanded businesses in the Empowerment Zone with 10,000 new job opportunities.</p>	<ul style="list-style-type: none"> <li>Strengthen, market and expand the Boston Empowerment Center, Boston's one-stop shop for business development.</li> </ul>	<ul style="list-style-type: none"> <li>500 businesses expanded or created; 2,000 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	<p><i>Capital Committed:</i> \$228M</p> <p><i>In-Kind/Technical Assistance:</i></p> <ul style="list-style-type: none"> <li>Support for business mentoring programs</li> <li>Business studies</li> <li>Commitments to procure goods/services from Zone businesses</li> <li>Information on environmental technologies to companies</li> <li>Discount rate for electricity for Zone businesses</li> <li>Marketing and public relations</li> <li>Technology assistance and computers</li> </ul>
		<ul style="list-style-type: none"> <li>Identify train and provide technical assistance to would-be entrepreneurs in the EZ.</li> </ul>	<ul style="list-style-type: none"> <li>160 businesses expanded or created; 400 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$1.65m</li> </ul>	
		<ul style="list-style-type: none"> <li>Increase access to a full range of capital resources for EZ businesses.</li> </ul>	<ul style="list-style-type: none"> <li>200 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$1m</li> </ul>	
		<ul style="list-style-type: none"> <li>Provide technical assistance to EZ small businesses and help them become more productive and profitable.</li> </ul>	<ul style="list-style-type: none"> <li>525 businesses expanded or created; 850 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$3.6m</li> </ul>	
		<ul style="list-style-type: none"> <li>Connect EZ businesses with growth industries throughout the region and in the neighborhoods.</li> </ul>	<ul style="list-style-type: none"> <li>290 businesses expanded or created; 3,680 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$300K</li> </ul>	
		<ul style="list-style-type: none"> <li>Attract new investment to the EZ and ensure EZ residents a fair share of the jobs that result.</li> </ul>	<ul style="list-style-type: none"> <li>30 businesses expanded or created; 1,120 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$1.84m</li> </ul>	
		<ul style="list-style-type: none"> <li>Create and implement an action plan to develop and market developable sites, with particular emphasis on Brownfield sites, utilizing all federal and state tax incentives.</li> </ul>	<ul style="list-style-type: none"> <li>8 businesses expanded or created; 200 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	
		<ul style="list-style-type: none"> <li>Build on and leverage the city's neighborhood development strategy and all capital investments.</li> </ul>	<ul style="list-style-type: none"> <li>25 businesses expanded or created; 500 jobs created.</li> </ul>	<ul style="list-style-type: none"> <li>\$0</li> </ul>	

## INTRODUCTION

*"Individuals and families need to have hope and opportunity in order to succeed and proceed with their lives. While a strong economy has helped many families, there are still far too many families untouched by its benefits – for many reasons."*

— Reverend Richard Richardson, President and CEO, Children's Services of Roxbury

*Boston Connects People to Economic Opportunity* is about people, not programs. It is about community, not census data. It is about residents of the ethnically and culturally diverse neighborhoods of Roxbury, the South End, Chinatown, and South Boston who together are building a better community for themselves, their children and their neighbors, despite adversity.

The people of the Empowerment Zone have not benefited as much from the past several decades of prosperity as the city and region overall. The Empowerment Zone has twice as many jobs as residents, and an unemployment level that is double the citywide average.

For the past 40 years, the communities of color in the Zone have battled systemic institutional racism, disinvestment, redlining and other forms of economic discrimination.

In recent years, strong community leadership and government partnership have led to new opportunities to bridge the gap between poverty and economic self-sufficiency and achieve economic justice. The opportunity to compete for Round II EZ designation enables us to capitalize on new hopes and dreams for our communities.

Our proposal is about connecting people to jobs in the key industries in our city and our region; connecting neighborhood businesses to our base economy; connecting youth to services and opportunity; connecting individuals to their families;

connecting people through language proficiency; connecting children and elderly to family day care; connecting individuals and families to decent low- and moderate-income housing; connecting residents to life skills; and connecting the communities in the Empowerment Zone to the rest of the city.

This proposal is about individuals who have united to create strong faith communities, tenant organizations and activist groups to serve their neighborhoods.

This proposal is about neighbors who have organized against gang violence, worked with law enforcement and community organizations, found alternatives for high-risk youth, and have been rewarded with a dramatic decrease in gun violence and homicide. This proposal is about the Dudley Street Neighborhood Initiative and the Main Streets merchants who are turning deteriorated business districts into neighborhood service centers and economic assets.

It is about people moving from welfare to work and seizing the opportunity to turn their lives from dependence to self-sufficiency. This proposal is about the residents of the Orchard Gardens public housing development in Roxbury who are making the Hope VI program a revitalization success story for their homes.

This proposal is about merchants and businesses who have faith in the economic viability of the Empowerment Zone and are investing in its economy. The ten-acre South Bay Shopping Mall, developed at the intersection of Roxbury, South Boston and the South End was the first new shopping mall in Boston in many years. The Super Stop & Shop Supermarket located there is one of the most successful grocery stores in its chain. It proves that quality services in the inner-city are in demand and enthusiastically sustained by residents. With the support of EEC funds, the historic Ferdinand Building in Dudley Square is being restored for commercial use. In South Boston, the International Cargo Port Company is developing a major cargo transshipment complex, creating 800 new jobs.

This proposal is about people who demand the best education as a foundation for their children's suc-

cess in life. This proposal is about people who are fighting to keep their heads up when so many factors of poverty threaten them, people who remain in their communities and are investing in housing and businesses which sustain their neighborhood.

But most importantly, this proposal is about our young people, the opportunities they have to participate in our future economy, and our ability to demonstrate there are alternatives to drugs, despair, guns and violence. The six year olds will be sixteen when the work proposed under this program is complete. They are counting on not only reaching those education and career ladders but climbing them to the top. This cannot be done just through locating a few new businesses in a zone with tax breaks – rather it will take a total reshaping of our institutions and attitudes.

Fortunately, Boston has a head start on virtually every city in the country when it comes to approaching difficult problems with innovative solutions. More than 500 jurisdictions, from Kentucky to New York, from South Africa to East Germany, have sent delegations to learn from our collaborative approach to addressing youth violence.

Indeed, the key to our success in decreasing youth gang violence is effective collaboration among many stakeholders in our community. We intend to continue this collaboration in the EZ, and we are fortunate to have many resources and models on which to build. The EZ has one of the most innovative networks of community-based organizations in the country. The Boston Public Schools and the Boston Private Industry Council are the national leaders in the “School to Career” movement. Our alternative education and Streetworker programs have modeled intervention strategies to help out-of-school youth choose education over gang involvement.

We also enjoy the support of the financial sector. Banks are opening new branches and awarding loans to homeowners and small businesses in the Zone. They are developing marketing materials and strategies sensitive to the culturally diverse community of the Zone. With the commitment of institutions such as the Federal National Mortgage Association (Fannie Mae) and the Local Initiative

Support Corporation (LISC), the City is working toward increasing the rate of homeownership in Boston.

We know that the city, state and federal government have found locating and investing in the Empowerment Zone to be wise investments that create jobs and serve as catalysts to private economic development. Projects such as the new Boston Police Headquarters, the Reggie Lewis Track and Fieldhouse, the Massachusetts Department of Public Health, the new Boston Convention and Exposition Center and the Social Security Commission are testaments to this policy.

*“Roxbury is a community that has survived the stretch, meaning stretching the little resources we have in order to maintain good people and good community. But there is a great need for economic self-sufficiency for individuals in the community.”*

- Young person from Roxbury

We know there is much more work to be done.

For this Strategic Plan, we have identified the primary barriers to economic opportunity and jobs, health and well-being, and education and job readiness for Zone residents.

We evaluated Boston’s industries and their growth and employment patterns, and will tie our education and job training strategies to industries that offer high quality jobs to Zone residents.

We recognize that one of the greatest barriers to good health and well-being is getting families and individuals, particularly young men, into treatment and services. Therefore we propose to establish Family Opportunity Centers throughout the Zone dedicated to one-on-one outreach and guidance.

We acknowledge that the key to job opportunity is successful completion of high school or general education equivalency and continuing education beyond that. Therefore, we propose creating a



Continuing Education Initiative that focuses on helping Zone residents who have received a GED move to the next rungs of the education and career ladders.

Boston's economy is diversified and strong. The quality of life for many is at an all time high. Our goal now is to offer economic opportunity to every Bostonian. We must help our citizens gain the access to jobs or the training for jobs that are available in the Boston economy. We must overcome the barriers to self-sufficiency including health problems, inability to afford child care, or the need to learn English.

As a City, we face many challenges and we are committed to facing those challenges head on. For example:

- Welfare reform has resulted in an increase in working poor in the Empowerment Zone as former recipients move into low-wage or part-time jobs. This creates additional needs for child care, transportation and related supports.
- Residents working in low-wage or multiple part-time jobs face the combined hurdles of lack of child care services during their often odd-hour shifts as well as the difficulty of gaining the educational skills they need to advance to higher paying jobs.
- Residents of the Empowerment Zone continue to experience poorer health conditions than the rest of Boston, hindering their ability to achieve economic self-sufficiency;
- Many residents are unable to take advantage of existing services because of barriers to access, including lack of transportation, language barriers, time constraints, or cultural norms that discourage interaction with government entities.
- Business creation in the Zone faces barriers such as lack of access to capital, shortages of management expertise and training, and negative misconceptions about the area.

Boston has earned a reputation for facing challenges with energy, creativity and courage. We are a city poised to use the opportunity presented by

Round II of the Empowerment Zone Initiative as the catalyst for community revitalization. We have strong networks of community organizations and a City committed to building creative relationships for positive change.

With the extraordinary energy, spirit and commitment of the community and the strong leadership of Mayor Menino, we know that we will continue to move forward. As one community organization leader stated, "it is the human infrastructure which needs support."

*"In Boston, the tide has not lifted all boats, despite our best efforts at doing so. Boston's designation as an Empowerment Zone is critical to bridging the gap between the haves and the have nots and ensuring every young person and adult is connected to economic opportunity."*

— Marjorie Bakken, Chair, Boston Higher Education Partnership

## CHAPTER 1

### STRATEGIC VISION FOR CHANGE

#### *“Economic Self Sufficiency for Individuals, Families and Communities”*

##### I. Vision

At the community-wide meetings held throughout the Empowerment Zone, individual residents, business people, children and teenagers, older people, individuals recovering from drug addiction and anyone with an interest and stake in the community came and described how they wanted their community to look in the future. Out of all of these meetings, discussions and community collaborations emerged a vision for the future of the Empowerment Zone. The vision defined by the Task Force and arrived at by consensus is:

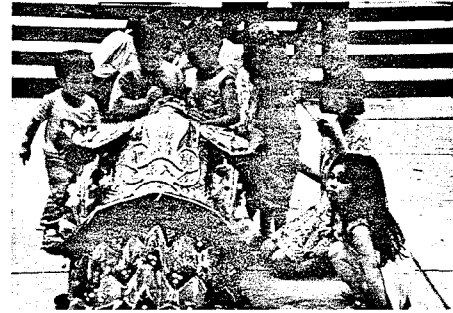
#### ***Economic Self-Sufficiency for Individuals, Families and Communities***

The participants further elaborated on what economic self-sufficiency would mean if realized.

*The Empowerment Zone is a vibrant, healthy, ethnically and economically diverse area of Boston. Its residents possess good, high-skilled jobs that pay a wage that supports family life, home ownership, and access to higher education. Residents work in jobs not only in the Zone, but throughout the city and the region. Young people and adults, including women and minorities, are job-ready and have access to ongoing training. Children are well-educated and well-versed in the skills*

*needed in a 21<sup>st</sup> century economy. Neighborhood business centers are thriving. Businesses that need capital can get it and many people are start-*

*ing their own businesses. Housing options are plentiful for everyone including those who need low and moderate income housing. Transportation, child care, health care, and business and social services are convenient, accessible and affordable.*

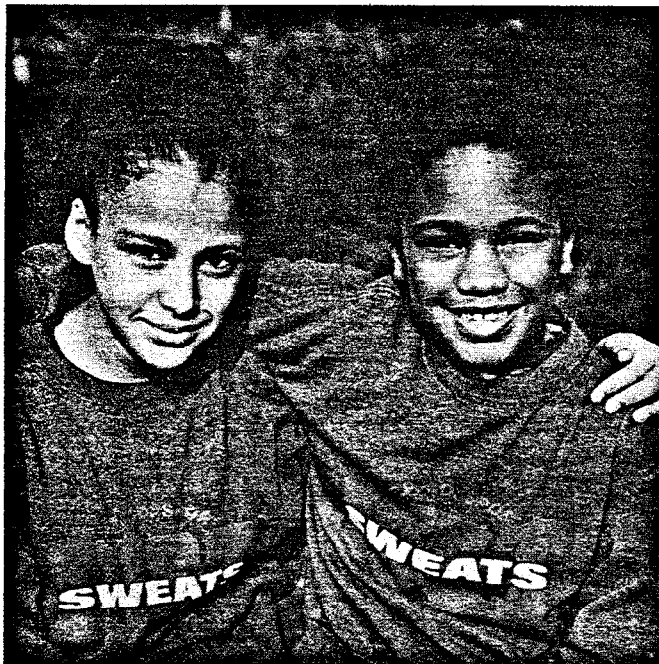


*Residents feel a deep sense of connection, optimism, self-determination, pride and empowerment. People facing adversity*



*can find opportunity. Strong community-based organizations staffed with well-trained, culturally competent local residents provide a foundation from which individuals can build self-sufficiency. Families are healthy, secure and intact. Many residents actively participate in civic affairs. Residents and businesses are connected – to jobs, education, transportation, social services, cultural life, technology, economic opportunity and each other.*

All of the goals, strategies and programs flow from this vision. In discussions that took place all across the EZ, all agreed that creating economic opportunity by itself was not sufficient if obstacles stood in the way of people gaining access to those opportunities for whatever reason - lack of transportation, lack of child care or elder care, substance abuse problems, language barriers or other obstacles. Therefore, the Strategic Plan defines a holistic approach to creating access and opportunity.



## II. Guiding Principles

In developing the Strategic Plan, the EZ II Community Task Force was guided by several broad principles that infuse the strategic vision. These principles underscore Boston's approach to problem-solving and provide a foundation for the strategies that will follow in this Strategic Plan. These are:

- *Empower the community.* In the last few years, Boston's Empowerment Zone has gathered momentum and achieved many milestones. Funding Boston is a good investment for the federal government. The community has dedicated itself to the empowerment of the Zone and deserves to continue its efforts. We are committed to a community-driven process and have enhanced our capability to conduct outreach to the community and improve communication.
- *Build upon the existing strong foundations* that Boston has developed over the years. For example, Boston has pioneered creative approaches to violence prevention. The strategies and programs outlined in this Strategic Plan build upon these successful efforts.

- *Create linkages* across programs to achieve goals.
- *Take a holistic approach.* Throughout the Strategic Plan it will be evident that problems that face Zone residents are not isolated. We recognize the close inter-relationship of problems and obstacles and have designed a Strategic Plan that addresses problems in a comprehensive, holistic way.
- *Provide for long-term transformation.* The vision defined by the Task Force will take time to attain. The programs and strategies of this strategic plan must be substantial enough to sustain the process of transformation and lead to a permanent transformation.

*"We need to look at providing Empowerment Zone residents with human service programs in a*



*holistic way. We need to connect all needs and programs. We must see economics as the key to our success; otherwise the cycle continues. The impacts we make must be sustainable so as to decrease the likelihood of individuals and families going back into the cycle."*

— Donald Sneed, neighborhood resident at a meeting on August 25, 1998 at the Blue Hill Avenue Clubhouse

## CHAPTER 2

### THE EMPOWERMENT ZONE

*"I know these residents. I have known most of them their entire lives. The Census describes them as poor. I happen to know them as some of the richest people in the city and I don't mean in terms of income."*

— Father Tom McDonnell, Pastor, Saint Monica and Augustine Churches

#### I. Tour of the Empowerment Zone

The Empowerment Zone has 57,640 residents, roughly ten percent of the City's population. The Zone's 5.8 square miles run north to south right through the center of the city. The Zone includes some of Boston's most vibrant and diverse communities that have developed this strategic plan for their economic revitalization. Take a tour with us through the business district of each Zone neighborhood - the foundation for *Boston Connects People to Opportunity*. We will visit the following neighborhoods and development sites:

Dudley Square  
Grove Hall  
Egleston Square  
Ruggles Center/Roxbury Crossing  
Mission Hill  
Crosstown Industrial Park  
Newmarket Industrial Area  
South End Medical Area  
South Boston/Andrew Square  
Chinatown/Midtown  
Downtown/Financial District  
Seaport District  
The Boston State Hospital Redevelopment

Let's start in the heart of the Empowerment Zone in historic Dudley Square.

#### Dudley Square - Overview

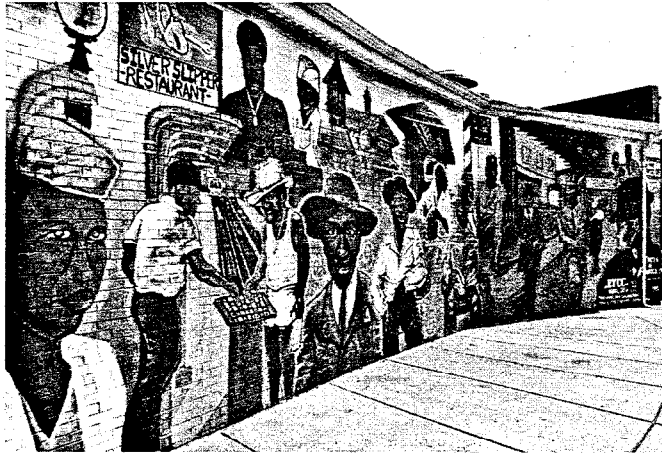
Dudley Square is the historic town center of the Roxbury neighborhood and the center of the Empowerment Zone. It is both historically and architecturally significant and has been designated the Dudley Station National Register Historical District. At one time, a major public rapid transit terminal was located in Dudley Station, a stop on the elevated Orange Line, which ran down Washington Street into downtown. Dudley was a major transit station, creating pedestrian traffic and a steady stream of shoppers. The decline of Dudley Square, which had begun in the early 1970's, was exacerbated by the relocation of the Orange Line in the late 1980's.

Today Dudley Square is the principal neighborhood business center for Boston's African-American community and a major neighborhood commercial center serving the retail needs of the newly renovated Orchard Gardens public housing development and Highland Park and Madison Park residential developments. Nearly 25 percent of Dudley Square's residents are of Hispanic origin, a result of the influx of new immigrant groups making their homes in the EZ.

*"We made a commitment to this area during the economic boom of the 1980s. We then saw many of our business colleagues leave during the economic downturn of the 1990s. More recently, the Dudley Square area has become a place where businesses flourish. The grassroots efforts of local residents, businesses and community service agencies ignited the upturn."*

— Joanne K. Hilferty, President and CEO,  
Morgan Memorial Goodwill Industrie

Dudley Square was designated a Boston Main Street District in 1995. Boston Main Streets is a self-help program which provides City resources to neighborhood business districts. The districts develop their own revitalization and management strategies based on their own vision for their neighborhoods.



### *Development in Dudley Square*

A new transit service is being designed that will restore the historic connection from Dudley Square along Washington Street into downtown. The Silver Line is a surface, high-capacity, rapid bus service that will operate in dedicated transit lanes on city streets. The initial stage of the service will connect Dudley Square to downtown. In a future stage, the service will connect underground to South Station and to another service currently in construction known as the South Boston Transitway providing connections to the Seaport District and Logan Airport.

While street level space contains active retail stores and services, upper-floor space in Dudley Square is often vacant. To address the city's goal to revitalize Dudley Square and decrease vacancy rates in its upper floor space, the City has embarked on a revitalization strategy working with property owners of key buildings. The cornerstone of this strategy is the use of \$9.8 million in HUD 108/EDI funds recently approved for four important projects in Dudley Square — Palladio Hall, Fairfield Center, Harrison Supply, and the Palmer Street development. The Commonwealth's Department of Public Health has been secured as a

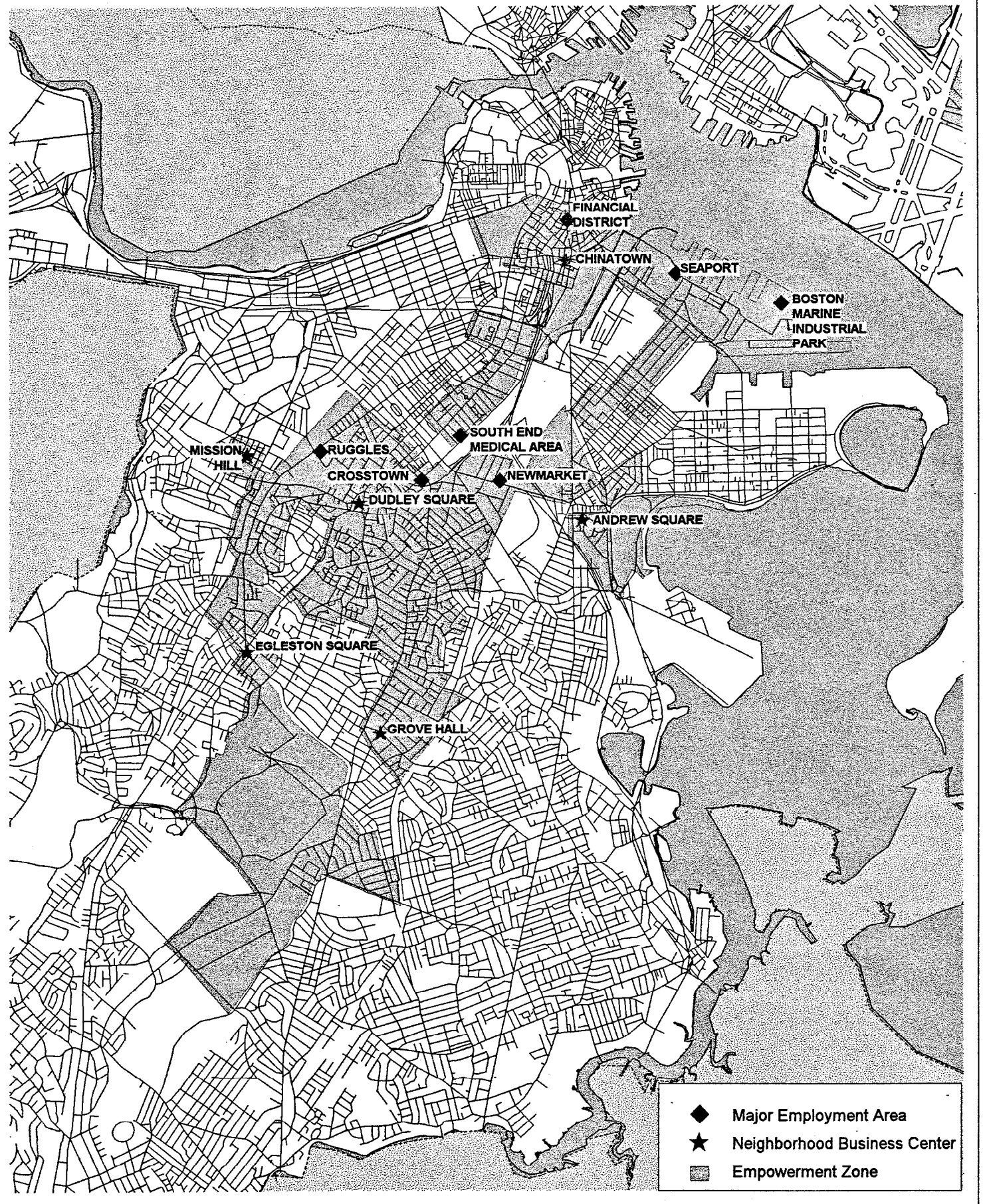
major tenant. The addition of its 1,100 workers will increase economic activity for Dudley's businesses as workers spend money on meals, groceries, clothing and other goods and services. Community leaders see this economic activity as an important building block in their strategy to increase entrepreneurial opportunities in their neighborhood and provide jobs to Dudley Square residents, especially youth.

Dudley Square is part of Boston's Youth Opportunity Area, a major initiative to connect out-of-school and unemployed 16-24 year olds with education and employment funded by the federal Department of Labor. The YOA includes parts of Roxbury and South Boston within the EZ.

The surrounding housing stock consists of predominately two-to four-family homes, most of which are rental and public housing. Currently under construction is the redevelopment of the Orchard Park public housing project. With \$30 million in HUD HOPE VI funds and a total development cost of \$97 million, this newly renovated and renamed development (now called "Orchard Gardens") will consist of 502 units of housing including 45 homeownership units. In addition to the housing, six new streets are being built to recapture the character of a typical neighborhood area. Occupancy is underway for the first 216 units, with project completion slated for 2001. In addition to Orchard Gardens, another 500 units of housing are now being developed in the surrounding area. These plans to create affordable homeownership opportunities will help residents achieve their goals of increasing self-sufficiency and improving neighborhood stability.

The City has completed a number of capital improvement projects. These include the reconstruction of Dudley Street and the creation of a Town Common, an open space at the intersection of Dudley Street and Blue Hill Avenue that serves as the eastern gateway into the Dudley Square district. These improvements not only make the neighborhood more attractive for residents but help reconnect Dudley Square to neighboring communities.

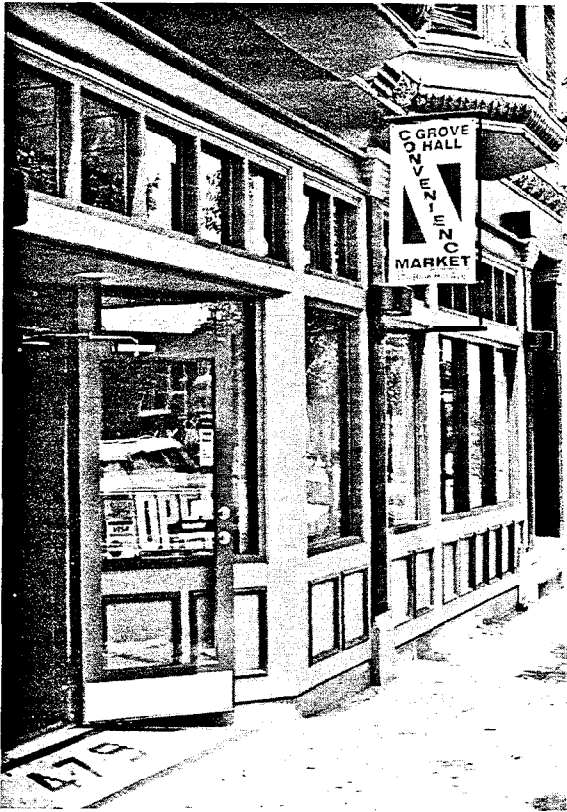
The Dudley Street Neighborhood Initiative (DSNI) is an outstanding example of the kind of



- ◆ Major Employment Area
- ★ Neighborhood Business Center
- Empowerment Zone







innovative grass-roots community groups that are behind *Boston Connects*. Formed in 1985, DSNI is a coalition of local residents and organizations committed to community-controlled revitalization of the Dudley area. In a unique partnership with the City of Boston, DSNI has obtained eminent domain authority over 15 acres of private vacant land. An additional 15 acres of city-owned land has been committed to DSNI's land trust. DSNI is also working closely with the City of Boston to assemble and dispose of additional public and private parcels. DSNI's strategies include the construction and rehabilitation of 2,000 affordable housing units, programs to stop displacement and improve social services, strategies to fight drugs and crime, and programs to create business opportunities for local entrepreneurs.

### Grove Hall - Overview

Grove Hall is in the heart of Roxbury, with 83 percent African American and 14 percent Hispanic residents. Despite formidable obstacles, including population decline and a median family income half

that of Boston as a whole, the Grove Hall neighborhood is moving forward with business development and increasing community activity.

Grove Hall draws on the strengths of its institutions: the national headquarters of the Prince Hall Masonic Temple, the Jeremiah E. Burke High School, Freedom House, a post office, a library, and the Franklin Park Zoo. The Zoo currently is undertaking an eight-phase capital improvement program, which is scheduled for completion in the year 2003. The City has built a \$9.2 million Early Education Center for grades K-1 which opened in the Fall of 1998. Also in 1998, Mother Caroline Academy, a school for 6th, 7th and 8th grade girls, completed its renovation of a former city-owned building.

Historically a transit and pedestrian-oriented neighborhood shopping district, Grove Hall retains a handful of distinctive commercial buildings and a basic stock of storefronts. In 1979, a City report described the area as "a highly distressed commercial crossroads." That report found that "as much as half of the commercial district is vacant or marginal, and the ring of housing and industrial uses which supported and balanced the commercial activities when Grove Hall was a prosperous center has broken down." Nearly 20 years later, that description has begun to change.

Today, the Grove Hall/Blue Hill Avenue area has 70 active businesses and 30 vacant storefronts. Twenty-eight new businesses have opened since 1994, including a clothing store, produce store, restaurant, and laundromat. Since 1996, the City's Restore program has redesigned and completed eight storefronts in Grove Hall and another 32 along Blue Hill Avenue. Most businesses in this commercial district are geared towards neighborhood residents and include auto-related businesses along Geneva Avenue, convenience food stores and personal services such as hair salons. Never a retail center on the scale of Dudley Square, Grove Hall continues to face competition from nearby shopping centers.

In 1995, residents and community organizations in Grove Hall partnered with the Mayor's Office, the Police Department, the District Attorney's Office and the state Attorney General's Office to

form the Grove Hall Safe Neighborhood Initiative (SNI). The SNI received Weed and Seed designation from the federal Department of Justice in 1996. The SNI brings together law enforcement, community organizations, residents and local and state government in a coordinated effort improve the quality of life in the neighborhood. Core principles of the initiative are prevention and treatment, targeted and coordinated law enforcement, and neighborhood revitalization.

Grove Hall also joined with the other Blue Hill Avenue Corridor neighborhoods of Franklin Hill/Franklin Field and Mattapan to create the SafeFutures initiative in 1995. Funded by the federal Office of Juvenile Justice and Delinquency Prevention, SafeFutures aims to build a Total Support Network for youth living along the Blue Hill Avenue corridor. The SafeFutures strategy focuses on building a continuum of services and support for youth in the neighborhood, from prevention and early intervention to treatment and enforcement programming and resources.

### *Development in Grove Hall*

Recent and planned capital improvements continue to increase economic activity in Grove Hall. The Ceylon Street play area has recently been upgraded. The Grove Hall neighborhood business center is presently preparing a city-owned site for a major retail mall. The Grove Hall Mall project would bring needed shopping services to area residents. The Theroch 2 housing complex, part of the HUD distressed inventory, is located south of the Grove Hall Industrial area. In addition, Boston's Department of Neighborhood Development has several commercial and residential rehabilitation projects underway in the area.

The City has completed new streetscape improvements along Blue Hill Avenue, including trees and lights from Mattapan to Dudley Street. The Blue Hill Avenue Initiative is working in partnership with the City of Boston on a redevelopment strategy to attract residential and commercial users to key vacant land sites and buildings along the Avenue.

### *Grove Hall Industrial Area*

Grove Hall's industrial area, located on the eastern edge of Roxbury, is a 17-acre area City-owned site. Columbia Road provides easy access to Dorchester and the Southeast Expressway. The industrial area holds a number of advantages for development. It offers an opportunity in Roxbury to site light industrial uses on zoned vacant public land. The site is very accessible from a number of neighborhoods. It is a one-half hour trip from anywhere in Roxbury, South Boston or Dorchester on public transportation. The City is coordinating financial resources to ensure industrial development occurs resulting in job creation for neighborhood residents.

### *Egleston Square - Overview*

Egleston Square is the economic center of one of Boston's largest Hispanic communities. As a place to live and do business, the area is undergoing many positive changes. Egleston Center, a small retail building, opened in 1996 with a branch of Fleet Bank and a McDonald's restaurant. A new Walgreen's Pharmacy opened in 1997. The crime rate is down, and employment and housing values are both on the rise.

Business turnover continues to be an issue, although less so than five years ago, and several businesses are beginning to report increased volume and profitability. Businesses are mostly neighborhood services such as grocery stores, beauty salons, laundromats and restaurants. Few Egleston Square merchants own their own commercial space, rather most rent in older, unrenovated buildings. The Egleston Square Main Streets Program continues to provide much needed support to businesses to improve both their physical appearance and their operations.

### *Development in Egleston Square*

The reconstruction of Columbus Avenue into a major commuter route to downtown Boston from the neighborhoods has created increased opportunities for existing and new businesses. Three years ago, the City of Boston and representatives of several local organizations and state agencies initiated





the Egleston Jackson Development Strategy, which has created momentum and opportunity for major new development in the four hundred-acre area that is the meeting ground of Boston's Jamaica Plain and Roxbury neighborhoods.

*"In a neighborhood in which the median household income is less than half that of Boston as a whole... we are painfully aware of the difficulty in finding the resources to build housing and provide for economic development."*

— Evelyn Friedman, Executive Director, Nuestra Comunidad Development Corporation

#### Ruggles Center/Roxbury Crossing - Overview

The Ruggles Center/Roxbury Crossing neighborhood center is located along Tremont Street, extending from Melnea Cass Boulevard to Roxbury Street. Two MBTA Orange Line stations are located here as well as a commuter rail stop. Neighborhood residents have a variety of educational entities and community resources upon which to draw, including Madison Park High School, Roxbury Community College (RCC), the Reggie Lewis Track Facility, and the Humphrey Occupational Resource Center and Northeastern University.

The nearby Longwood Medical and Academic area is a major presence in the neighborhood. Longwood contains 19 medical, academic and cultural institutions, that together employ some 27,000 people. Longwood provides a source of jobs, services and business opportunities, but links to EZ residents need to be stronger.

The City has targeted significant public investment to the Ruggles Center/Roxbury Crossing area. At Melnea Cass Boulevard and Tremont Street is the Renaissance Park building, developed by a Boston-based development team and joint-ventured with a consortium of local minority developers. The \$26 million office building was bought by Northeastern University in 1996 and is now 90 percent leased, with major tenants including Partners Health Care, Inc. and the Whittier Street Health Center. The project was designed by Stull and Lee, the largest minority-owned architectural firm in Boston.

#### *Development in Ruggles Center/Roxbury Crossing*

The Boston Redevelopment Authority is preparing to release a Request For Proposals (RFP) for a city owned parcel across the street from the Ruggles MBTA station, referred to as Parcel P-3. The site has the potential for more than 100,000 square feet of retail uses. Development of this site will complement the recently completed \$41 million Boston Police headquarters building directly facing the parcel across the street.

### **Mission Hill - Overview**

Mission Hill is one of the most diverse neighborhoods in the EZ, with a strong African-American community joined by a large, often newly-arrived Hispanic presence. As a primarily residential neighborhood, it is filled with many young families and children. Mission Hill lies next to Roxbury Crossing/Ruggles Center, connecting their economic futures and making the ongoing relationship between community groups in these two neighborhoods especially important and strong.

### *Development in Mission Hill*

The Boston Housing Authority (BHA) is preparing for a fall construction start for the demolition and reconstruction of the Mission Main development, recipient of \$50 million HUD HOPE VI grant. By leveraging this grant with low income housing tax credits, the project will develop new single-entry townhouse units and reintroduce streets into the development that will reconnect it to the broader Mission Hill community.



### **Crosstown Industrial Park - Overview**

Crosstown Industrial Park consists of ten acres in Roxbury, most of which is owned by the City's Economic Development and Industrial Corporation (EDIC). Crosstown Industrial Park is located just off Interstate 93, providing swift and convenient access to the region's main highways. It is also close to Boston Medical Center and the Orchard Gardens public housing development. Completion

of the Central Artery/Third Harbor Tunnel project, a public works project that will result in the depression of a portion of Interstate 93 and the construction of new connector roads, will enhance the desirability of this area from a transportation standpoint.

### *Development in Crosstown Industrial Park*

The 1992 closing of two major employers in the Park, Digital Equipment Corporation and Stride Rite, resulted in the loss of 340 neighborhood jobs. Today, most of the former DEC building is occupied by the Massachusetts Biomedical Initiative (20,000 square feet and 45 jobs); HiQ Computers (26,000 square feet and 75 jobs) and the EEC's Boston Empowerment Center.

Nearby, the Harry Miller Company has relocated to a new facility in the Zone with HUD assistance. A few more steps away, the Kakas Furs Company has moved in from Boston's affluent Back Bay without any government assistance.

### **Newmarket Industrial Area - Overview**

The adjacent Newmarket Industrial Area is one of Boston's oldest and most concentrated industrial districts. The area was once dominated by meat wholesalers, although the largest have closed in recent years. Today, many smaller wholesalers remain along with a variety of small manufacturers, printers, and trucking operations. These firms still employ nearly 2,000 workers.

Newmarket is an area of transition. Scattered vacant and under-used parcels are frequently targets for illegal dumping. Many of the existing businesses, however, are active, well-maintained and in some cases would like to expand their operations. Major obstacles to full development of the area include: an inadequate road system, outdated utility infrastructure, illegal dumping and incompatible uses. The lack of a positive, district-wide identity is also a major problem.

### *Development in the Newmarket Industrial Area*

Newmarket is the site of one of the most successful urban shopping areas in the country, the South Bay Mall. The shopping center contains the highest grossing Super Stop & Shop Supermarket in New England, as well as several other major retailers. A Home Depot is expected to locate at the Mall in the near future. Because of its success, Mayor Menino and South Bay developer Steve Samuels have both addressed the International Council of Shopping Centers Convention on the potential for urban malls.

To address the issues of this area, an Economic Development Plan for the Newmarket area is underway, scheduled to be completed this Fall. It calls for the redevelopment of the former municipal incinerator site for a manufacturing use, the improvement of certain roads through the area, and the redevelopment of approximately 90,000 square feet of space for parking.

*The South End Medical Center  
"is just one example of the  
community reaching its goals of  
providing economic opportunity,  
jobs and providing the low-income  
residents with health and well-  
being."*

— James W. Hunt, Jr., *Executive Director,  
Massachusetts League of Community Health  
Centers*

### **South End Medical Area - Overview**

The South End Medical area has long been both home to area medical institutions as well as a residential neighborhood. Home to the Boston Medical Center and Boston University's medical and dental schools, the South End neighborhood has one of the most diverse housing stocks in the EZ. Amidst the neighborhood's Victorian row houses are several public and assisted housing sites which contribute to the vitality of this community. Examples include Villa Victoria, home to 3,000 resi-

dents, Castle Square, a mixed-use complex with 500 subsidized units and retail space and Tent City, a development of more than 300 units that includes a highly successful community computing center.

### *Development in the South End Medical Area*

Now under construction, the new South End Community Health Center is an ideal example of neighborhood development that is consistent with the community's goal of linking economic empowerment with health and well-being. The health center is an innovative project that combines a community health center with ground-floor commercial space, upper level residential condominiums and below grade parking. There are also 19 townhouses and a community garden. The project was made possible with the use of the EEC financing of \$3.3 million in Section 108 and \$2.9 million in Economic Development Initiative monies for the health center component.

Just on the edge of the Empowerment Zone is the Biosquare development, a \$300 million complex on a 16-acre site on Albany Street devoted to medical research and medical offices. The first of several buildings is completed. The full build-out of Biosquare will take place over several years.

The South End medical area provides a rich environment for the expansion of the City's medical research economy in close proximity to Empowerment Zone residents. The area provides relatively affordable space and many vacant and underutilized parcels for new start-up firms interested in commercializing the research being conducted in the medical area.

### **South Boston/Andrew Square - Overview**

While parts of South Boston are undergoing a resurgence, the Andrew Square area of the Zone has yet to catch up. Cut off a few blocks to the south and west by the Southeast Expressway and to the north by the large industrial area fronting Dorchester Avenue, Andrew Square lacks both a cohesive land use pattern and visual identity. While still clearly identifiable as a square, the district has

lost much of its pedestrian and neighborhood service activity. Vacant land and surface parking occupy almost half of the frontage in the area. Mixed zoning districts contribute to the confusion and anonymity of the surrounding area, while tree plantings and related street improvements have bypassed the Square entirely. Land uses include a mix of fast food restaurants, vacant land, industrial uses, retail shops and an MBTA rapid transit station. Residential neighborhoods are located to the south and east.

The part of South Boston that is included in the Zone includes several public housing projects – West Broadway and D Street – which have been targeted for significant outreach to at-risk youth – through the U.S. Department of Labor's Youth Opportunities Area (YOA) program and related city initiatives. Labor Secretary Alexis Herman recently visited Boston to tout the City's implementation of this grant in the South Boston and Roxbury neighborhoods.

Significant parcels of vacant land adjacent to the Expressway, along with smaller ones to either side and in the Square itself, hold the promise of future development.

*"In the past decade, the Asian communities have increased by 190 percent, many of whom are newcomers who have settled in Boston's Empowerment Zone. Immigrants have played key roles in the revitalization of many cities."*

— Reverend Cheng Imm Tan, Executive Director,  
Asian Task Force Against Domestic Violence

#### Chinatown/Midtown - Overview

Chinatown is considered to be the business, cultural and service center for the Asian community of the region. While most visitors tend to see the neighborhood's many restaurants or cultural festivals, Chinatown is also a residential neighborhood, housing a large percentage of the city's



Asian-American population. It is adjacent to the Midtown Cultural District, a district being revitalized with an emphasis on the restoration of historic theaters. Washington Street, which connects Chinatown to the downtown retail core, the Financial District and Government Center, is undergoing an economic development revitalization.

While the majority of businesses in Chinatown are restaurant or retail, there are important service businesses here as well, including the New England Medical Center which employs 4,600 people. Emerson College also recently expanded into the Midtown area.

The Commonwealth's Registry of Motor Vehicles has moved into the renovated historic Liberty Tree Building, preserving a significant historic structure and bringing an active use to the important Washington/Essex corner of Chinatown.

A range of community-based non-profit organizations in Chinatown provide services ranging from English as a Second Language classes, job training and placement, and child care. Chinatown also houses a Main Streets effort.

#### Development in Chinatown/Midtown

Development has rebounded strongly in this area. The Lafayette Corporate Center, formerly the Lafayette Place Mall, is currently under reconstruction. The reuse of this building will bring 2,100 back office jobs and retail stores to what for years has been a virtually dead block. One block south, Millennium Place, a major mixed use development project, is under construction. It will include retail, movie theaters, market rate residential units, a hotel and a fitness center, filling in a

significant void between downtown and Chinatown and the Theater District. As part of the development agreement, Chinatown residents will receive housing and job training assistance.

The Washington Street Task Force, a group of local community, business and government leaders, recently developed a large-scale proposal articulating specific recommendations for the revitalization of the Washington Street corridor. The strategy includes immediate physical improvements to the street as well as sustainable long term guidelines and managerial frameworks designed to assure a sustainable future for Washington Street. One of the strategies currently being implemented is the creation of a Business Improvement District (BID) for Washington Street. A BID would provide a focused effort on the part of property owners to take responsibility for the public realm and provide services above and beyond those provided by the City.

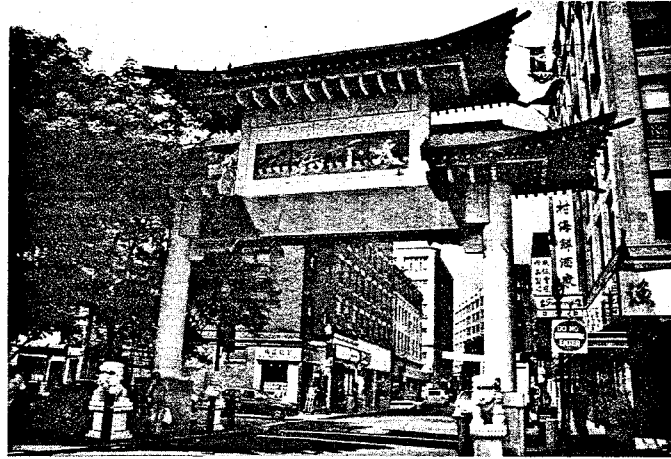
The Midtown area has some of the best mass transit and highway access in the city, yet the area also has some of the city's worst traffic problems. A Chinatown Transportation Study has been commissioned that will identify key issues to focus on for the future.

### *Downtown/Financial District*

The portion of Boston's downtown included in the Empowerment Zone contains much of the City's financial and business services sector. The downtown portion of the Zone holds approximately 52,000 jobs or 53 percent of the Empowerment Zone payroll employment. The downtown district is a diversified services economy. Approximately 44 percent of the jobs are in the finance/insurance/real estate sector and another 38 percent in the services sector. The area contains modern high-rise office buildings and well-restored older brick and stone commercial properties.

### **The Seaport District Industrial Port - Overview**

Traditionally the location of Boston's maritime industrial sector, the Seaport supports a vibrant seafood processing industry and resurgent fishing industry, international cargo handling and distribu-



tion, ship repair, a growing cruise ship industry, and an array of maritime support services. Major investments have been made in port infrastructure recently, including a \$40 million dredging project for Boston Harbor and key channels to allow for a larger class of container ships to call on Boston.

A portion of the District is home to the Marine Industrial Park (MIP), a 191-acre facility owned and operated by the City. The MIP contains more than three million square feet of space in 32 buildings and was developed on the site of a former Army and Navy installation. The Park contains one of the largest drydocks on the East Coast. The MIP houses 200 companies, including printers, medical equipment manufacturers, electronic assembly companies, seafood processors, and other blue-collar employers, that together employ more than 3,800 people. Public ownership of the Park allows the City to pursue a strategy to ensure the competitiveness of its port businesses.

### *Development in the Seaport District Industrial Port*

Recent projects in the Port include:

- *New Boston Seafood Distribution Center* is a state-of-the art seafood processing and distribution facility recently constructed on the South Boston waterfront within the City's Marine Industrial Park. The City was able to retain these businesses, which had been displaced by infrastructure construction projects, in South Boston with the use of EEC financing for this project.

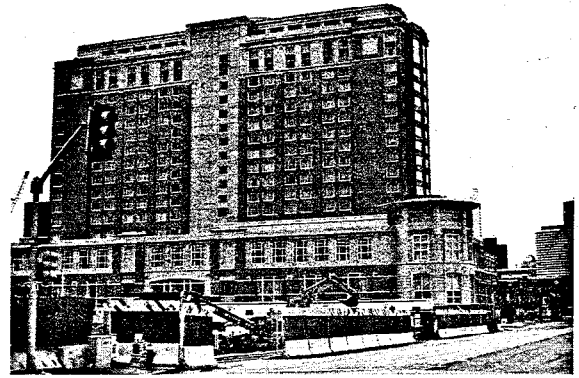
- *North Coast Seafood:* This is a planned 70,000 square foot facility for seafood processing which is being prepared for submission to HUD with a request for EEC financing. The project will save 150 jobs from moving out of state and add another 63 jobs.
- *Legal Sea Foods.* The City has recruited the nationally-known Legal Sea Foods company to develop a site within the MIP. The company will consolidate all of its operations in South Boston. This \$7 million project will retain 150 jobs in Boston and create another 100 new positions.
- *International Cargo Port.* A new cargo transshipment facility is being developed in the Seaport to handle Boston's container cargo. Upon the recommendation of a port competitiveness study conducted jointly by the City and the Massachusetts Port Authority, all



of Boston's container cargo is being consolidated in South Boston. To serve the container port, two long-vacant buildings are in the process of being redeveloped for modern and efficient cargo handling needs. The facility will create 800 new jobs in the Zone.

#### **The Seaport District Mixed Use Area - Overview**

Adjacent to the industrial port is the mixed-use area of the Seaport. Major new transportation projects will greatly improve access and open this area to substantial expansion of the Boston economy. In recognition of these changes, the



City's planning agency, the Boston Redevelopment Authority, is currently developing a master plan to guide the future of this pivotal area.

In more recent years, portions of the Seaport District, particularly near the downtown have been developed for service sector industries. The World Trade Center meeting facility is the center of a complex that now includes a recently opened hotel; two office buildings are planned, one of which has already broken ground. The City of Boston worked successfully with the developers of the Seaport Hotel to train and place workers for that new facility. A new federal courthouse opened recently, bringing many new workers to the district.

#### *Development in the Seaport District Mixed Use Area*

Perhaps of greatest significance is the plan to construct a new convention center in the Seaport District. Boston and the Commonwealth have joined together to develop the 1.7 million square foot Boston Convention and Exposition Center (BCEC) to ensure the City's competitiveness in the convention and meeting industry. The facility is scheduled to open in 2003.

The BCEC will generate an infusion of direct spending from convention delegates and tourists, as well as indirect spending at hotels, restaurants, retailers and other businesses. It is also predicted that BCEC will prompt the development of several new hotels totaling an estimated 5,000 rooms to satisfy the demand created by convention delegates.

The BCEC is estimated to create more than 3,000 jobs in the Boston area alone, with the majority in

hotel, hospitality, and restaurant industries. Another 5,600 jobs will be created for the construction phase. The project is designed to leverage job opportunities for community residents and businesses during construction as well as during operation of the facility.

### *Development of the Boston State Hospital Site*

At the opposite end of the Zone from the Seaport, the 170-acre former Boston State Hospital is the site one of the largest redevelopment projects in Boston. The program calls for a combination of light industrial, manufacturing, office, medical, research and development, retail and educational uses, and housing with portions of the site preserved for a wildlife sanctuary and nature center.

- The Massachusetts Audubon Society plans to develop 240 community garden lots, four miles of nature and walking trails, and a nature center that will be made available to all Boston Public School students.
- Commercial wholesale greenhouse space is planned on a 15-acre parcel located on the West Campus.
- A research and development facility for the University of Massachusetts is under negotiation which will coincide with a mid-size retail component to accommodate the working population of this facility. Some 65 to 80 units of housing for first time-home buyers are under discussion.
- 18 acres of land on the East Campus are intended for an additional 140 affordable home ownership units.

## II. The Economy of the Empowerment Zone

Boston's Empowerment Zone contains about 18.6 percent of Boston's private sector payroll employment. The Empowerment Zone contains many more jobs (99,000) than people (57,425). This does not mean, however, that the Empowerment Zone's labor force has an easy time finding a job. Unemployment in the Empowerment Zone was nearly



twice the city average in 1990. A range of obstacles, including insufficient education, lack of transportation, and poor health have prevented Zone residents from taking advantage of the opportunities offered by Boston's strong economy. Similarly, institutional disinvestment and misperceptions about the community have prevented the economic boom from taking hold in Zone neighborhoods.\*

### A. Service Sector

The service sector is the largest sector in the city and in the Zone, employing 45,906 people within the Zone with nearly 20,000 of these jobs in high-rise buildings downtown. Most of the people employed in service sector jobs are in large firms. Only 337 service businesses in the Zone employ more than 20 people, yet 38,810 people work in these businesses.

- *Engineering and management services* are the largest service industries within the Zone, employing 11,377, of which 6,114 are downtown.
- *Legal offices* employ 8,268 people in the Zone.
- *Business services*, which encompasses industries such as advertising, software development and temporary employment agencies as well as building and security services, employ 9,555 people.

\*Data provided here was obtained from the 1995 Zip Code Business Patterns. The zip code areas coincide closely with the boundaries of the Empowerment Zone. The U.S. Commerce Department, Bureau of the Census has surveyed business establishments with payroll employment in these zip code areas.



- *The health services sector* is also large, accounting for 5,437 jobs in 88 establishments. Roxbury and Midtown each have more than 1,000 health care employees while the downtown area has close to 3,000.
- *Hotels* employ nearly 2,000 people and more hotels are planned within the Zone.

## B. Finance, Insurance and Real Estate (FIRE)

Finance, insurance and real estate businesses employ approximately 30,000 people in the EZ. Over two-thirds (22,500) of these jobs are in the downtown area, while only 662 are in Roxbury. In Roxbury, 365 people work in real estate and 85 work in seven depository institutions (banks).

## C. Manufacturing, TCPU (Transportation, Communications and Public Utilities) and Wholesale Trade

These three sectors account for more than 13,000 jobs in the Zone. They are critical to Boston's economy in that they provide well-paying jobs for residents with varying levels of education and skill. Industrial and operations jobs in these sectors are responsible for the production and distribution of goods used within the city as well as bound for export.

- *Manufacturing.* There are a total of 4,196 manufacturing jobs in 128 establishments in the Zone. Apparel manufacturing and printing and publishing each account for nearly one-quarter of this total. Other major manufacturing industries in Boston's EZ include electronic and medical device manufacturing and food processing. The food processors in the Newmarket area of Roxbury complement the concentration of food wholesalers and distributors in the area. Nearly half (1,994) of the Zone's manufacturing jobs are in the Seaport District, which includes the city-owned Marine Industrial Park. Another 1,217 manufacturing jobs are in Midtown.
- *Transportation, Communications and Public Utilities (TCPU)* employ 5,389 people in the

Zone, 3,400 of these in the communications industry. The downtown area houses most of these communication jobs (3,000) and the Seaport has 871 transportation-related jobs.

- *Wholesale trade* employs 3,498 people in the Zone, of whom 1,521 work in the Seaport District. At least 52 wholesalers and distributors employing 1,136 are located in Roxbury and Midtown. Many of these are food-related, serving the restaurants and hotels downtown and in the Back Bay.

## D. Retail Trade

Almost 6,500 people work in retail trade in the Zone (10.5 percent of the city's total), of which 2,500 work in Midtown or downtown. There are also 67 food stores employing 761 people.

	Employment	Establishments
AGRI-MINING	31	5
CONSTRUCTION	2027	73
MANUFACTURING	4196	128
TCPU	5389	184
WHOLESALE TRADE	3498	222
RETAIL TRADE	6466	510
F.I.R.E.	30916	723
SERVICE	45906	1573
<b>TOTAL</b>	<b>98429</b>	<b>3418</b>

## III. Boston's Enhanced Enterprise Community

### A. The 1994 Strategic Plan and EEC Designation

In December 1994, Boston was designated an Enhanced Enterprise Community (EEC) and awarded \$25 million. The award was based on the City's Strategic Plan called *Boston Works - Partnerships for a Sustainable Community*.



The EEC award included a \$3 million Title XX Social Services Block Grant for human service programs and \$22 million Economic Development Initiative (EDI) Grant to be used in conjunction with an additional \$22 million in Section 108 Loan Guarantee funding for economic development in the EEC. In addition, Boston was awarded a One Stop Capital Shop, an office that provides access to U.S. Small Business Administration programs and technical assistance.

The EEC has made good use of this investment by the federal government. We have created many successful models for bringing residents the tools for self-sufficiency. While it required time to adapt Boston's Strategic Plan, which had proposed programs based on the Empowerment Zone award of \$94 million, to the smaller EEC award, the effort gathered momentum and has shown results. We have invested strategically in key neighborhood business districts and key Boston industries. An Empowerment Zone designation would enable many more residents and businesses to take steps toward self-sufficiency and success.

To carry out the mission, Boston established a special team, hired new staff and established a new Boston Empowerment Center (BEC) located in the Zone. This center provides a centralized location within the Zone for the delivery of business services to the community. The BEC is approximately 2,400 square feet of office space and is located in the heart of the EEC in Roxbury. An SBA One Stop Capital Shop is integrated into the BEC. In addition, several private sector lending partners have formed a lending consortium for commercial and equity lending in the EEC and bank representatives are available at the BEC.

A structure for governance was established with a Board of Directors made up of seven city employees, two representatives from the business community and ten members of the community. A 30 member Community Advisory Board (CAB) was appointed by Mayor Menino from the EEC community to continue the broad community, business and municipal partnership that was at the heart of the development of Boston's Strategic Plan. The Board of Directors is staffed by an Executive Di-

rector and Deputy Director for Human Services along with additional city staff.

## B. Economic Development

Since 1995, the City of Boston has leveraged the EEC award to carry out a program of economic revitalization in the Zone along with education and job training initiatives to ensure that residents are prepared for economic opportunity.

Boston has invested HUD resources wisely in the Empowerment Zone. The EEC has leveraged approximately \$22 million in EDI/Section 108 financing to achieve sustainable economic growth in the neighborhoods of the EEC. The EEC has also successfully leveraged the assets of the Boston Local Development Corporation, a private, non-profit corporation administered by the City that provides small business loans of between \$15,000 and \$150,000. To date approximately \$2 million in BLDC funding has been dedicated to projects in the EEC. The Zone has also successfully attracted private capital.

Private banks have provided approximately \$1.7 million in financing for EEC projects.

### *HUD Section 108 and EDI Financing - Completed Projects/Approved Transactions*

Several projects have been completed or are in construction; several more have been approved by HUD and are ready to start.

*New Boston Seafood Distribution Center:* This building is the first phase in a new seafood processing district centered in the Marine Industrial Park. Development of this new modern facility will help Boston maintain and grow its competitiveness in the seafood processing and distribution industry. This building creates a home for four existing seafood distribution and processing companies forced to relocate due to construction of the Central Artery/Tunnel project. HUD funds in the amount of \$695,000 in Section 108 and \$1 million in EDI were used toward a total development cost of \$8 million. The expansion of the facility will retain 76 existing jobs and create 31 new jobs of which 60 percent are slated for EEC residents.

The project was approved by HUD and has been completed.

**South End Community Health Center:** The development of the health center will transform a lot that has been vacant for over 20 years and fill a need for health services within the community. HUD funds under the EEC assisted the community health center component with \$3.3 million in Section 108/\$2.9 million in EDI. The overall project includes a mix of additional uses including first floor commercial space, 39 condos, and below grade parking for 118 cars. There are also 19 townhouses and a community garden. Overall, the project will create 110 new permanent jobs and 250 construction jobs. At least 60 percent of all jobs will be set-aside for residents of the EEC. The community health center component will generate 75 new jobs, of which 60 percent are slated for EEC residents. HUD has approved the project and it is now in construction.

**Dudley Square Transactions:** Redevelopment at Dudley Square will begin with five key buildings in the square. A \$9.8 million loan and grant package was recently approved by HUD for these projects. This financing will result in 265 new jobs and the retention of 44 existing jobs. The specific projects include:

- **Fairfield Center.** The US General Services Administration signed a lease with the Fairfield Center, recipient of a \$1.5 million EDI grant and \$3 million section 108 loan package. The former Roxbury Boys and Girls Club on Dudley Street will be rehabilitated into approximately 33,000 square feet of office space. When this project is fully leased, it is estimated to bring 140 jobs to Dudley Square.
- **Palladio Hall** will receive an \$850,000 grant and an \$850,000 loan to totally rehabilitate the historic Hall into approximately 12,000 square feet of office and retail space. The facility has a retail tenant committed and portion of the office space already leased. The project is expected to provide 51 new jobs and retain 11 jobs.
- **Palmer Street Realty Trust** has been underwritten for a \$750,000 grant and \$1.05 million in loans. The project will demolish a blighted



building at 2-6 Palmer Street and replace it with a two-story 12,000 square foot building with office and retail space. The office space is already 100 percent leased. The project is estimated to create 60 jobs.

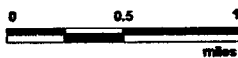
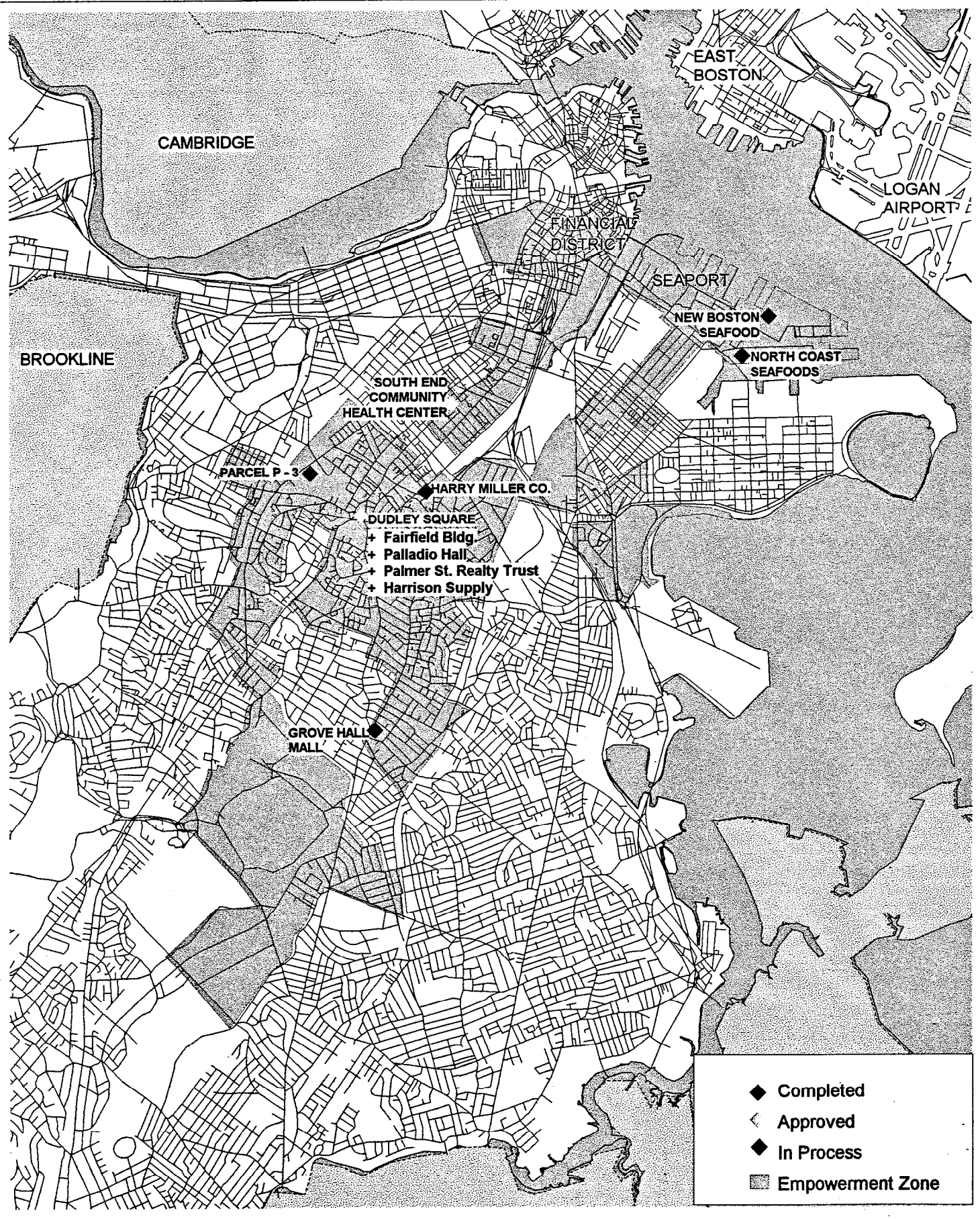
- **Harrison Supply Company** will receive a \$250,000 grant and \$350,000 loan. This working capital package will allow this locally-based, long standing establishment to create a unique neighborhood niche to compete with the Home Depot coming to the nearby South Bay Center. It is estimated that 14 jobs will be created and another 33 retained.

### *Pending Projects*

The EEC has been working on several additional projects. These are in process through the EEC Governing Board and will be submitted to HUD in the future.

**North Coast Seafood:** This facility is for seafood processing. This project has been approved by the EEC Governing Board with a request for \$3 million (\$1.5 million Section 108 and \$1.5 million EDI) added to bank financing of \$3.3 million. The application will be packaged and submitted to HUD shortly. The project will save 150 jobs from moving out of state and add another 63 jobs.

**Grove Hall Mall:** Grove Hall is a neighborhood commercial district located at the intersection of Warren and Blue Hill Avenues in Roxbury. Using land assembled by the City and the Neighborhood Development Corporation (NDC) of Grove Hall, the City and the NDC are planning development of a 60,000 square foot neighborhood commercial



center anchored by a 20,000 square foot supermarket. Businesses ranging from local banks to Dunkin' Donuts, Walgreens, CVS and the U.S. Post Office have expressed strong interest in the site. To move this development forward, the City completed \$600,000 worth of environmental remediation and site assembly and clearance. The EEC Governing Board has voted to allocate \$1 million in section 108 loan and \$350,000 in EDI grants. This application has not yet been submitted to HUD. These commitments are made in the context of more than \$4.7 million in State and Federal funds dedicated to street, traffic and sidewalk improvements along Blue Hill Avenue.

*Parcel 3* is a 400,000 square foot, BRA-owned lot in Lower Roxbury. The EEC Governing Board has approved the project but it has not yet been submitted to HUD. Given the site's prime location along Columbus Avenue, one of the City's major thoroughfares, and near Melnea Cass Boulevard, the BRA is planning a late 1998 release of a Request for Proposals for development of the site. The City's market research has indicated that an 80,000- to 180,000-foot commercial center would be a probable use. To encourage interest in the site, the City has conducted environmental and utility surveys of the land, both of which have had results favorable to development of the site. Further, the City has commissioned a market study and cleared a final existing building; the EEC hopes to dedicate \$2 million in EEC loan/grant dollars for site enhancements before development.

### C. Human Services and Technology Initiatives

As described, Boston was awarded \$3 million in Title XX Social Service Block Grant funding. Most of this funding was dedicated to adult basic education and job training for EZ residents. With an Empowerment Zone designation, Boston could build on its efforts and reach many more Zone residents. Some highlights of the efforts under the EEC include:

- More than 100 EEC residents have been hired as a result of a job fair held in April 1998 at which 52 employers participated.

- Approximately 200 EEC residents have completed or are enrolled in adult basic education, ESL, GED and work readiness programs.
- 220 EEC residents have received job training. In addition, \$200,000 was allocated through a Request for Proposals for fiscal 1999 which will provide training for 45 EEC residents, while leveraging additional training for residents through other funding sources. This augments previous JTPA dollars that have been spent in the EEC.
- 93 students were provided access to alternative education programs.
- More than 100 employers and businesses participated in a series of focus groups to provide input into the development of training programs and the skills and competencies required to qualify residents for employment.
- More than 225 families have received referral help to find child care services.
- \$50,000 in EEC resources was provided in small grants to child care providers to improve quality in four areas (accreditation, facilities, teacher training, and parent involvement), benefiting 1,450 children.

In addition to the Title XX funds, Boston is engaged in a number of other initiatives and has accessed additional funding opportunities to benefit EEC residents. Federal initiatives include the Opportunity Area for Out of School Youth (Department of Labor); and the Comprehensive Communities, SafeFutures Initiative and Weed and Seed Programs (Department of Justice). These and other initiatives are discussed throughout this document.

The EEC has made substantial progress enhancing technology in the Zone. An EEC-commissioned study of technology in the Zone assessed the state of technology in the EEC, identified current efforts and the needs of those organizations supporting technology in the EEC, and highlighted gaps in technology resources.

The EEC has hired a technology consultant to work with the City of Boston's MIS department

to coordinate and oversee development of a web-based comprehensive community information system to be known as EZ Info. This system will provide valuable on-line content for residents, businesses and community organizations. EZ Info will make available service and resource information as well as a calendar of events and meetings.

The consultant will also work to expand access to hardware, training and technical support for EEC community-based organizations and their constituents, and publicize technology resources to the EEC community.

#### IV. City and Regional Context

The Empowerment Zone is of course tied to the geography and fortunes of the City and the metropolitan region as a whole. The City of Boston is the nation's 20th largest city with a population of 574,283 as recorded in the 1990 U.S. Census. Boston is the center of the seventh largest metropolitan area in the nation and the largest city in the six New England states. The city's land area is small, however, encompassing only 48.4 square miles, making it geographically the second smallest major city in the nation.

As an urban center, Boston has some distinctive characteristics which set it apart from other cities in strategic ways:

- *Tightly clustered, ethnically distinctive neighborhoods.* Boston's residential areas are comprised of geographically small, tight knit communities which are relatively homogeneous in terms of ethnicity and race but are very diverse in terms of income and educational attainment. Chinatown, Roxbury and South Boston are examples.
- *Politically active residents.* Boston's residents are extremely diverse, politically active and self-empowered. In neighborhood after neighborhood, there are examples of residents taking the initiative to improve their living conditions and make a better life for their families.

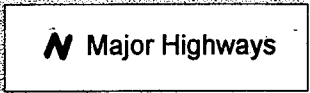


- *Intensive service economy.* Boston has one of the greatest concentrations of not-for-profit educational and health care institutions of any city, including Boston University, Northeastern University, Massachusetts General Hospital and Brigham and Women's Hospital.
- *Not-for-profit human service delivery system.* Boston's providers of human services tend to be established not-for-profit groups with long histories in the area, many of which have been serving the area since the last century. Many of these agencies are considered national models – from Morgan Memorial Goodwill which is the founding organization in the international network of Goodwill organizations to Dudley Street Neighborhood Initiative which has unprecedented domain powers.

Boston is often referred to as the *economic hub* of both Massachusetts and the New England region. Boston provides professional, business, financial, higher educational and medical services, as well as important transportation, communication, export, cultural and entertainment activities. As a government center, Boston is the state capital, the seat of Suffolk County, and hosts many offices of the federal government's Region 1.

Following is a brief description of some of the physical features of the City that affect the Em-





powerment Zone. A more complete context follows in the next chapter, where we will make clear that Empowerment Zone residents do not enjoy the City's levels of employment, education, wealth, health and homeownership.

### *Boston Harbor*

Boston is bordered on the east by Boston Harbor, a major economic and recreational asset for the region. In 1996, the U.S. Congress designated the 31 islands in Boston Harbor as a National Recreation Area, setting the stage for major initiative focused on this natural resource. A multi-year clean-up effort has made Boston Harbor one of the cleanest harbors in the nation.

### *The Port of Boston*

The Port of Boston is a natural deep-water port serving the New England region and beyond. It provides access to world ports as well as feeder service to Halifax, Canada and New York. The Port of Boston handles more than \$8 billion worth of goods flowing in and out of New England annually and its industries employ more than 9,000 people.

### *Regional Highway System*

Eight major highways feed into downtown Boston. Routes 128 and 495 encircle the city at 10 and 20 miles out respectively. The city is served by three limited access interstate highways which connect it to the national highway system: Interstate 90 (the Massachusetts Turnpike) leads west; Interstate 95 is the East Coast's principal north-south highway; and Interstate 93 is a major north-south connector passing directly through Boston's downtown. Three tunnels and one bridge provide cross-harbor connections.

### *New Roadway Projects*

Several new transportation infrastructure projects are underway that will enhance access to employment opportunities. A portion of Interstate 93, the Central Artery, is currently being depressed beneath the city center. The Central Artery depression is one of several major public sector projects taking place within the Boston metropolitan area. The first phase of this project, the construction of Boston's third cross-harbor tunnel, the Ted Williams Tunnel, is now complete and provides a direct connection between Logan International Airport and South Boston, which is included in the Empowerment Zone. Access roads, now under construction, will connect the Ted Williams Tunnel with Interstates 90 and 93 providing direct connections between the city's industrial waterfront, airport and regional highway system.

### *Logan International Airport*

Logan International Airport, located just minutes from downtown, served 25 million arriving and departing passengers in fiscal 1997. It is the 17th largest airport in the U.S. and the 26th largest in the world as of 1997. A \$1 billion modernization project of Logan International Airport by the Massachusetts Port Authority is now underway. This airport improvement program will modernize Logan's aging terminals, improve traffic circulation within the airport and centralize parking.

### *Public Transportation*

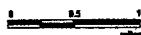
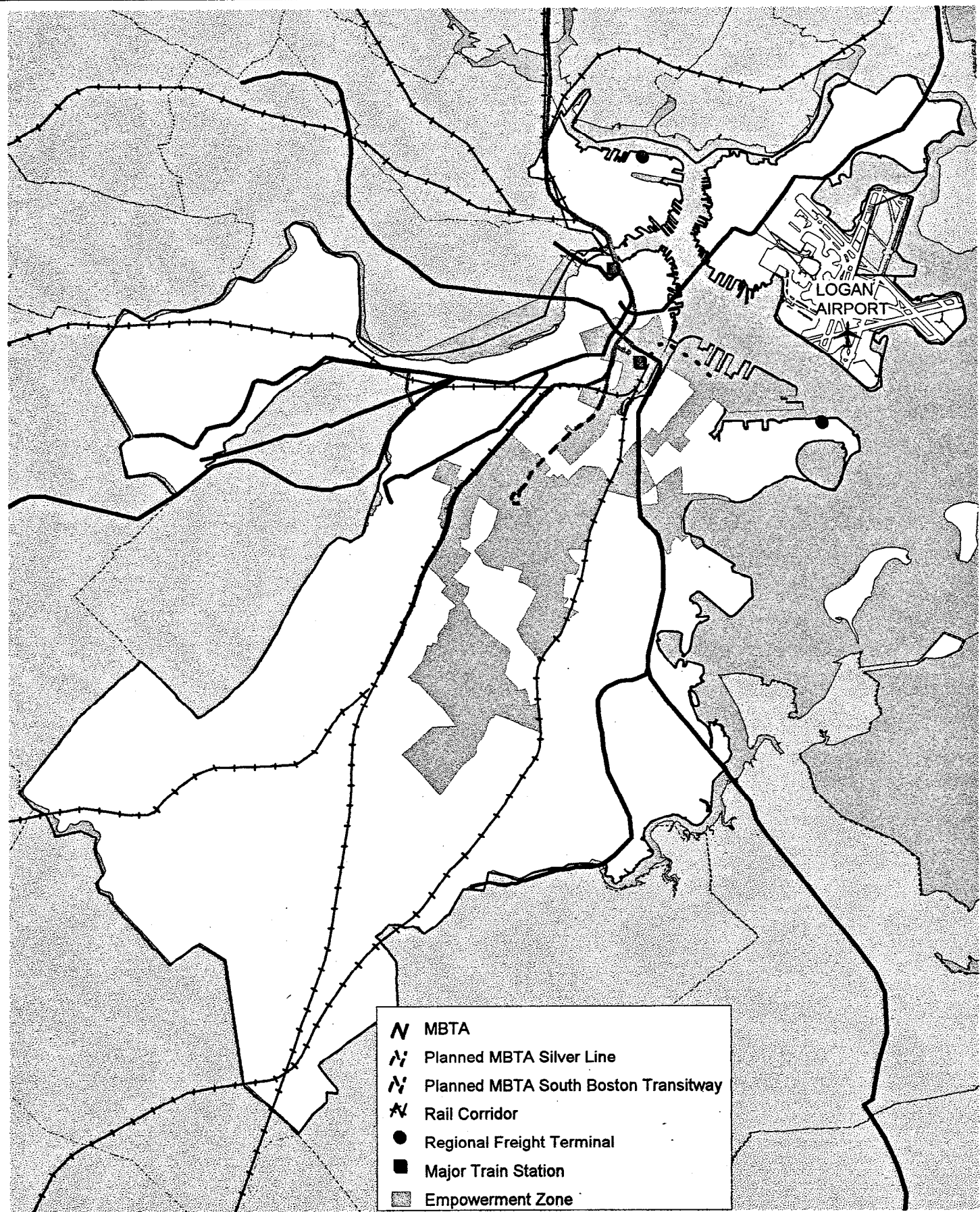
Boston's regional public transit system, the Massachusetts Bay Transportation Authority (MBTA) serves 78 communities and almost three million people in eastern Massachusetts. It is the sixth largest transit system in the U.S. More than 1.2 million people use the system on an average workday and 31.5 percent of the city's workers use the MBTA to get to work, the third highest in the nation. The entire system has 155 bus routes, three rapid transit lines, five streetcar lines, six passenger ferries and eleven commuter rail lines that connect the city with suburban communities operated in conjunction with Amtrak.

### *New Transit Projects*

Several public transit initiatives are in various stages of planning, development and construction:

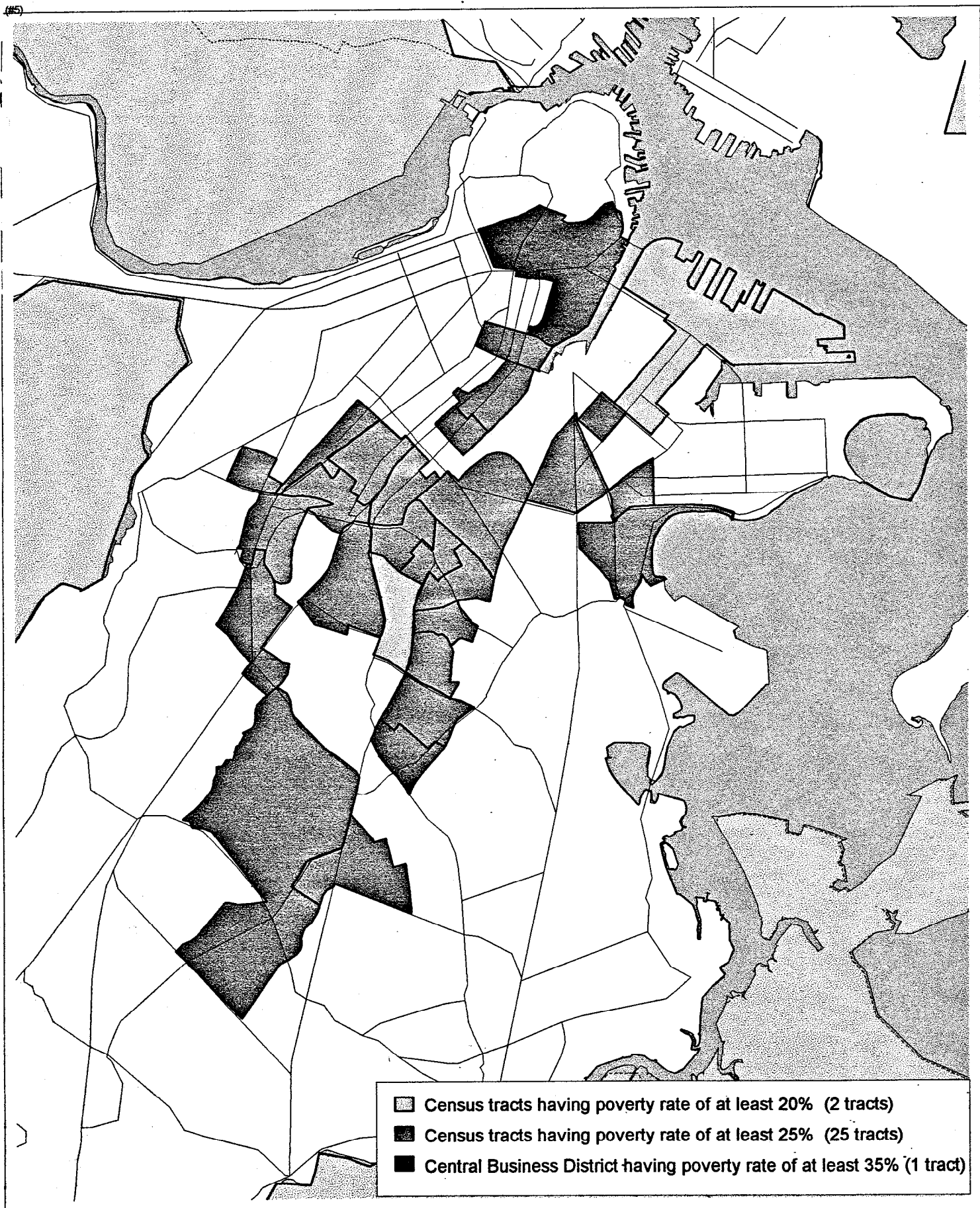
- *The Silver Line (Washington Street portion).*  
In addition to the roadway projects described above, the EZ will also be served by new transit service. When all phases are complete, a new Silver Line will not only replace the historic Orange Line link to downtown Boston, but also provide single-seat connections to South Boston and Logan Airport to the north and to Dorchester and Mattapan to the south, firmly establishing Dudley Square as a transportation hub. For the first phase, the service will run on Washington Street, which will be reconstructed to accommodate a transit lane. A 60-foot articulated, low-floor, alternative fuel vehicle will be used.
- *The Silver Line (South Boston Transitway portion).* This north segment of the Silver Line is now in construction. It will link the Seaport District and Logan Airport to downtown at the city's largest intermodal transportation center, South Station. The line, which will be in a tunnel from South Station to the Seaport, will provide new development in the Seaport with attractive travel alternatives to automobile access. In a second phase, this line will be connected to the Washington Street section.
- *Urban Ring.* Plans are also underway to address the deficiency in crosstown travel that is the result of a transit system that developed radially. To address crosstown travel, the development of circumferential transit, referred to as the Urban Ring, is in the planning stages. This would connect the Empowerment Zone to many of the emerging employment centers associated with Boston's higher education and medical institutions.





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BOSTON  
REDEVELOPMENT  
AUTHORITY



**Poverty Rates of Census Tracts  
Within the Empowerment Zone**  
(Data source; 1990 Census)

Drafted September 17, 1998

## CHAPTER 3

### COMMUNITY ASSESSMENT

Boston's Empowerment Zone is an approximately 5.8 square mile area that runs through the center of the city. The boundaries of the Zone proposed in this Strategic Plan are the same as those proposed in 1994, when Boston was designated an Enhanced Enterprise Community. While the neighborhoods of the EZ exhibit high levels of poverty, unemployment and general distress, this area's many strengths include strong community activism, resilient neighborhood organizations, and the positive momentum created by the EEC program. Empowerment Zone designation will enable us to build on the groundwork laid by the EEC program and achieve economic self-sufficiency for EZ individuals, families and communities.

#### I. Poverty, Unemployment and General Distress

While the diversity of the individuals and families residing within the EZ cannot be overstated, for policy and program development purposes, it is useful to develop a profile of the individual or the family who would be targeted for service within the EZ.

In general, the Zone is home to a population that is poorer, twice as likely to be unemployed, and younger than Boston citywide. The typical resident of the EZ is likely to be a young person of color, under 24 years of age, who has been raised in a single-parent household. Throughout his or her childhood, the family income level has been well below the city's median. Poverty and periods of unemployment have resulted in economic stress for the family unit. Lower educational levels of the head of household, presence of additional young children in the household, and in many cases a first language other than English, have likely combined to limit the earning potential of the family unit. This individual's family is also

likely to have been involved with one or more public agencies at some point in the family's history and to have received assistance in the form of income transfer, medical assistance or social service intervention.

#### Comparison of the Empowerment Zone, Boston and Massachusetts

The chart below summarizes the economic status of the Empowerment Zone compared with the City of Boston overall and the Commonwealth of Massachusetts. As evidenced by these figures, a large percentage of the population in the Empowerment Zone falls below the poverty line. In keeping with HUD requirements, this data is from the 1990 U.S. Census; we believe that several of these indicators have improved since that time.

*The typical resident of the EZ is likely to be a young person of color, under 24 years of age, who has been raised in a single-parent household.*

Economic Indicators	Mass.	Boston	EZ
Percent Of Population Below Poverty Line	8.9%	18.7 %	35.8 %
Unemployed Rate	6.7%	8.3%	16.1%
Per Capita Income	\$17,224	\$15,581	\$8,792
Percent Of Children (Under Age 6) Below Poverty Line	14.6%	27.9%	49.8%
Percent Of Children (Aged 6-17) Below Poverty Line	12.4%	28.6%	47.8%
Percent High School (Over Age 25) Graduate Or Higher	80%	76%	57%

(1990 U.S. Census data)

## Population

The population of the EZ is 57,640 or ten percent of Boston's total population, according to 1990 Census data. A greater percentage of Empowerment Zone residents are of ethnic and racial minority status than in the city as a whole — 81 percent in the Empowerment Zone as compared to 41 percent in Boston. In the Empowerment Zone, 59 percent of residents are African-American compared to 24 percent in the general population. Approximately 19 percent Empowerment Zone residents are of Hispanic origin; 6 percent are Asian; and 22 percent are white.



*Seventy percent of the EZ's children under the age of six live with only one parent.*

The Empowerment Zone's population is more likely to experience linguistic isolation as over one-third report a primary language other than English spoken at home. Languages other than English likely to be spoken within EZ households include Spanish (16.4 percent), Chinese, (3.9 percent), French/French/Creole (2.7 percent), and Portuguese (2.3 percent).

EZ residents are younger than the city overall with 43 percent of residents 24 years of age or younger as compared to 36 percent in the general Boston population. Thirty-one percent of the Empowerment Zone's residents were under 18 years of age at the time of the 1990 Census compared to 19 percent for the city overall.

There are 14,000 children in the Zone aged 5 to 14. Family stress, as revealed by single parent household status, is much greater in the EZ with 69 percent of the children under 18 living in a household with only one parent. Seventy percent of the EZ's youngest children (under the age of 6) live with only one parent — almost double the percentage found citywide (38 percent).

## Poverty

In 1990, the Empowerment Zone had a poverty rate of 36 percent, almost twice that of the city's 18.7 percent. Twenty percent of Boston's poor live within the Empowerment Zone. Perhaps the most devastating statistic of all is that half of all children under age six, and 48 percent of all children aged six to 17 in the Empowerment Zone live in poverty.

The Empowerment Zone meets the poverty criteria established by HUD for Round II based on the 1990 U.S. Census data. All Census tracts in the area have a poverty rate of at least 20 percent and 90 percent of the Census tracts in the area have a poverty rate of at least 25 percent. The central business district is included and, as required by HUD, has a poverty rate of at least 35 percent. Because the Empowerment Zone boundary has not changed since the submission of the Round I Strategic Plan, the Empowerment Zone also meets the more stringent poverty criteria of Round I.

*Half of all children under age six, and 48 percent of all children aged six to 17 in the Empowerment Zone live in poverty.*

## Unemployment

In 1990, the unemployment rate for the Empowerment Zone (16 percent) was approximately twice that of the city (8.3 percent) and three times that of the country (5.5 percent). A higher unemployment rate coupled with lower labor force participation means that only 46 percent of Empowerment Zone residents over the age of 16 are employed, well below the 61 percent city average.

Since the 1990 Census, the unemployment rate in Boston has dipped to 4.1 percent, a drop of nearly 50 percent. While an exact rate has not been determined for the Zone, if the prosperity experienced in Boston were evenly distributed, and unemployment in the Zone declined at the same rate, unemployment in the Zone would still be around 8.1 percent. At this rate, if Boston's Empowerment Zone were a municipality, it would be second to the city of Lawrence, Massachusetts for the highest unemployment rate among Massachusetts cities with at least 5,000 workers.

*Less than half of EZ residents over the age of 16 are employed.*

#### Educational Attainment and Income

Twenty percent of Empowerment Zone residents have less than a ninth grade education, twice the number for the city. Twenty-three percent have attended 9th to 12th grade, but have no diploma and 28 percent have high school diplomas only. Educational disparities are reflected in earnings. Some 57 percent of Empowerment Zone residents earn less than \$20,000 per year compared with 36 percent citywide. Approximately half of Boston residents have incomes above 80 percent of the area median income, while only 25.7 percent of the Empowerment Zone's population have incomes above this figure.

#### Homeownership/Housing Stock

According to figures from the 1990 Census, only 15 percent of Empowerment Zone households own their own homes, just half of the 31 percent Boston average. Empowerment Zone housing is somewhat newer than elsewhere in Boston, with just 40 percent of dwellings here built before 1940, compared to 57 percent for the city average. The Boston Housing Authority operates 14 properties within the Empowerment Zone, and many privately owned rental units participate in some form of subsidy program.

#### Health Issues

There is often a correlation between poor health outcomes and communities with high rates of poverty and a high percent of the population with limited education. This relationship is linked both to the lack of access to affordable health care and the lack of opportunities to engage in health promotion activities. Improving job opportunities within a community is likely to increase the number of people with access to health insurance, resulting in improved access to primary preventive health care. However, in order for residents to successfully obtain and retain employment, they and their families need to be in good health.

The data that follows was provided by the Boston Public Health Commission and are for more recent years than indicators taken from the 1990 U.S. Census. Having established that the EZ population is younger, poorer and racially more diverse than the City as a whole it is not surprising that the health issues that emerge in the EZ are directly related to barriers of access that attend to minorities and the poor.



*Forty-three percent of EZ residents over the age of 25 have no high school credential.*

Age Adjusted Mortality Rates	1994		1995		1996	
	EZ	Rest of Boston	EZ	Rest of Boston	EZ	Rest of Boston
Cancer Mortality	168.3	149.5	165.5	141.1	161.1	150.7
Coronary Heart Disease	103.7	83.5	105.1	88.4	93.8	86.4
Lung Cancer	47.1	45.5	54.8	40.3	38.7	44.2
Colorectal Cancer	10.4	14.2	19.4	14.8	13.9	13.8
Stroke	36.7	23.9	16.9	23	29.8	19.1
Homicide	44.7	8.7	50.6	7.1	22.1	7.1
Unintentional Injury	25.8	12.3	20.6	13.1	24.8	9.6

### Birth and Fertility Issues

The Empowerment Zone, with 10 percent of Boston's population overall, accounted for 15 percent of Boston's births during the peak years of 1988-1990. The EZ fertility rate was consistently 60 percent higher than the city as a whole and 70 percent higher than the rest of Boston. The lower median age of this neighborhood is therefore likely to continue through the next decade. Access to child health services, family planning and parenting education are critical to support the needs of young parents.

Women living in the EZ report lower levels of access to adequate prenatal care than women citywide. While the percentage of low birth weight babies in Boston has remained steady for the period of 1984-1996, within the EZ this rate has been significantly higher than the rest of Boston. Low birthweight is associated with poor health of mothers, including poor nutritional status, lack of adequate prenatal care and substance use during pregnancy. And although births to teenagers in Boston declined steadily since 1985, within the EZ the percent of births to women under 20 years of age has averaged 19.4 percent, almost double the rate of the rest of Boston (10.7 percent).

### Environmental Health: Asthma

Children in the EZ suffer from asthma at much greater rates than children citywide. The Boston Public Health Commission has documented a large cluster of asthma cases in those neighborhoods that

make up the Empowerment Zone. The City has recently received a grant from the Department of Health and Human Services to begin addressing housing-related causes of asthma.

### Mortality

On an age-adjusted basis, EZ residents die at greater rates than other city residents of cancer, coronary heart disease, lung cancer, colorectal cancer, stroke, homicide and unintentional injury. Among adults in the younger age cohort of ages 25-44, HIV/AIDS was responsible for 36 percent of the deaths from 1990 - 1996.

The chart that follows shows age adjusted mortality rates for the seven major causes. The rates in the chart represents the number of deaths per 100,000 people. Numbers have been adjusted through a statistical formula to account for differences due to age. For example, the age adjusted cancer mortality rate for the Empowerment Zone in 1994 was 168.3 deaths per 100,000 people while for the rest of Boston the figure was 149.5 per 100,000.



## II. Structural Problems Facing the Empowerment Zone

To better use the tools available under the Empowerment Zone program, land use trends, economic changes and transportation patterns that have contributed to disinvestment and lack of economic opportunity in Boston's Empowerment Zone must be evaluated.

### Poverty as a Metropolitan Structural Issue

At one time, Empowerment Zone neighborhoods contained many of the thriving economic activities typical of the post-World War II economy, such as manufacturing, warehousing, shipbuilding and repair, rail transport and wholesaling. From 1950 to 1990, the population of the City of Boston declined from 801,444 to 574,283, while the rest of the metropolitan area grew nearly 50 percent from 1.6 million to 2.3 million.

Gentrification of historically minority neighborhoods and redlining throughout the city caused people of color to move in great numbers to the inner city. People of color and their communities were also denied capital to start businesses and improve and buy their homes. Lack of credit led to disinvestment in locations like Ruggles, Dudley, and Newmarket — areas that form a good part of the Empowerment Zone.

This development pattern is characteristic of older American cities whose municipal boundaries were fixed long before the structural changes which occurred in the 1950 to 1990 period. Fueled by growing affluence, new households sought homes in suburban areas. Families were supported in this migration by new highways, abundant land and inexpensive home financing.

By 1980, new job creation occurred predominately in the suburbs; this was particularly true for jobs created by new technologies. As a result of these broad, post-war economic patterns, the total metropolitan area prospered, becoming the country's 15th wealthiest metropolitan area in 1990, while the income gap between city and suburb became increasingly pronounced; in 1990 Boston's per

capita income was \$15,581, and the Zone, \$8,792. By comparison, the metropolitan area's per capita income was \$19,288, and the Commonwealth's was \$17,224.

Boston developed several neighborhoods characterized by high levels of poverty. In the late 1950's and 1960's, the City carried out an aggressive program of replacing older housing stock with public and assisted housing in urban renewal projects, investments which tended to concentrate poverty. These neighborhoods missed out on the economic growth that occurred along Route 128, other outlying areas and downtown.

*The 1990 per capita income in the Zone was \$8,792; compared to \$19,288 in the Boston metropolitan area.*

### Lack of Transportation Access Connecting the Empowerment Zone

The decline of the EZ neighborhoods corresponds to the period of major state and federal investment in transportation which began in the 1950's. During the succeeding decades, the Commonwealth upgraded the regional roadway system with a series of expressways, two tunnels linking the Downtown to Logan Airport, the extension of the Massachusetts Turnpike from the west, and two interstate highways, Routes 128 and 495, which circle the Boston region.

The transportation systems serving the EZ did not evolve with these regional highway improvements. As a result, the commercial, industrial and port districts of the Zone lost their original attractiveness as places to do business. Residential areas found themselves increasingly isolated from the job concentrations and commercial and service centers of the emerging region.

This roadway system was not suitable for the needs of modern industry and businesses sought sites with greater access to the region that were far from older Empowerment Zone neighborhoods.

Transit service to Zone neighborhoods also declined. Most of the trolley lines around which many



of the neighborhoods were developed were replaced by buses. While major investments were made in the region's transit system, the focus of this investment was on extension of the radial transit and commuter rail systems to more distant suburbs. While it serves travelers wishing to access downtown very efficiently, it does not efficiently connect the Empowerment Zone neighborhoods to suburban employment centers.

The results of these deficiencies are threefold. First, the growth of new employment centers in the EZ is constrained by transportation and related environmental concerns. Second, Empowerment Zone residents are denied reliable transit access to new jobs developed in the suburbs. Finally, many Empowerment Zone residents lack attractive connections to wide-ranging destinations in the metropolitan area. Ironically, the Empowerment Zone is adjacent to a highly developed regional system of highways, rail and port facilities that supports the larger regional economy.

As will be discussed further in Chapter 5E, in recent years this pattern of transportation neglect has begun to be reversed, and the City has developed roadway and transit strategies intended to move these neighborhoods from among the most isolated in the region to among the most accessible.

### **Decline of Traditional Manufacturing**

At the same time as jobs and population were moving to the suburbs, much traditional manufacturing also left the region, and those areas most dependent upon blue-collar employment went into

decline. This shift had a disproportionate impact on inner city areas, where manufacturing jobs provided the first rung on the ladder to middle class status. In 1950, manufacturing jobs numbered more than 100,000 and accounted for 18.5 percent of all Boston jobs. By 1992, fewer than 29,000 manufacturing jobs remained, comprising only 4.6 percent of total Boston employment. Other sectors related to manufacturing declined as well. Boston's trade employment fell significantly during this period. Wholesale trade jobs dropped by more than one-half, while the retail trade sector lost a fourth of its positions.

By 1970, the Boston economy was already well underway to its transformation into a service-based economy. The service sector was the largest sector of Boston's economy in 1970, comprising over one-fourth of total employment. Within services, health and professional/business services dominated. Today, this transformation is virtually complete.

Although the structural transformation of the Boston economy over the past few decades is inseparable from the positive job growth that raised productivity, employment and income over these decades, these changes exacted a disproportionate price from some sectors of the Boston economy and labor force. The decline of the goods producing sector (manufacturing) and the goods handling sectors (trade and transportation) visited considerable hardship on the less-educated segments of Boston's resident labor force. Crucial entry points into the economy were closed to the individuals and groups that had historically depended on blue-collar employment as the gateway to participation in the American economy.



### III. Advantages and Opportunities of the Empowerment Zone

The Empowerment Zone possesses significant advantages and a variety of resources to help address the distress discussed above.

#### *The Empowerment Zone Consists of Strong Neighborhoods and Community-Based Organizations*

Boston developed historically as a series of small villages, and its neighborhoods have retained their character. Neighborhood business centers provide a focus of community life in the Empowerment Zone. Helping Empowerment Zone residents establish businesses not only empowers them as individuals but also strengthens the community fabric. The revitalization and strengthening of neighborhood districts is a policy goal that runs through all of Boston's programs and strategies, whether in the area of land use, transportation, capital spending or economic development. These neighborhoods provide a strong foundation for the development of locally-owned businesses, a major objective of the Strategic Plan.

Boston has a wealth of community-based organi-



zations and faith institutions that help to support individual, family and community capacity for social and economic self-sufficiency. These organizations are the lifeblood and the social and cultural sustenance for these economically disadvantaged communities. Community Development Corporations (CDCs) in particular are a source of empowerment as they are an avenue for greater commu-

nity self determination in the use of land in their neighborhoods. The Menino Administration has worked extensively to support CDCs, becoming the first large city in the nation to utilize HOME funds for CDC operating support.

There are a vast array of partners that will be collaborating to fulfill the Empowerment Zone strategic plan, providing both in-kind and financial resources. Time and time again in Boston, small non-profits to large corporations, universities or hospitals are stepping to the table to make Boston a better place for children and families.

#### *The Empowerment Zone Includes Part of Downtown and its Neighborhoods are Close to Downtown*

The Empowerment Zone is extremely compact — only 5.8 square miles — and its northern edge includes a large segment of the downtown service economy. Even the most distant corner of the Empowerment Zone is located only about five miles from downtown. The downtown is the center of a diversified service economy with a particular focus on financial services, insurance, real estate, business services, tourism and retail. Boston's economy is currently booming. Given the downtown's small land mass and an office vacancy rate of only 3.6 percent, the Empowerment Zone presents a viable expansion area for downtown businesses.

#### *The Empowerment Zone Contains Underutilized Land and Vacant Buildings*

The Empowerment Zone has the supply of sites to meet the demand of Boston's growing economy. As the traditional industrial, manufacturing and the port industries moved out of Boston, they left behind areas of underutilized land and vacant buildings. The result of all of these trends is a pattern of underutilized land that presents significant opportunities for locating the new private investment being generated by the area's strong regional industry clusters. Environmental contamination is a major obstacle to development of these lots. Boston has developed a multi-pronged approach to environmental cleanup that makes use of new powerful state and federal tax incentives and state grant programs.

### *The Empowerment Zone Possesses Strong Locational Advantages*

Today, Boston's Empowerment Zone neighborhoods share a similar development geography. They are home to some of the city's most prominent academic and medical institutions, contain prime industrial property that is vacant or underutilized, and are proximate to the region's major port, rail and highway infrastructure. The proximity of medical and educational institutions creates opportunities for Empowerment Zone vendors, the development of related businesses such as temporary medical help agencies, and the construction and renovation of buildings for research facilities. These institutions also are a source of employment for Zone residents.



### *The Zone Includes Boston's Seaport*

As discussed, the Port of Boston is undergoing a major investment program in which the container cargo port will be centered in the South Boston Seaport. To support this program, the harbor is being dredged and Conley Terminal container handling facilities are being upgraded. This investment is intended to ensure that the Port can continue to compete for regional, national and international cargo flows. These improvements will provide the Empowerment Zone with state-of-the-art cargo handling capability.

### *The Zone Includes Boston's Planned New Convention Center*

Boston is currently in the process of planning a new 1.7 million square foot convention center, the Boston Convention and Exhibition Center (BCEC), located partially in the Empowerment Zone in South Boston scheduled to open in 2003.

The BCEC will generate an infusion of direct spending from convention delegates and tourists, as well as indirect spending at hotels, restaurants, retailers and other businesses. It is also predicted that BCEC will prompt the development of several new hotels to satisfy the demand created by the convention delegates.

The BCEC is estimated to create more than 3,000 permanent jobs and approximately 5,500 construction jobs. The project is designed to leverage job opportunities for community residents and businesses during construction as well as during operation of the facility. All City and State contracts for the project must adhere to the City's minority and women-owned business contracting goals of 15 percent MBE and 5 percent WBE. All City and State construction contracts for the facility must also adhere to the City's employee hiring goals of 50 percent residents, 25 percent minorities and 10 percent women. Finally, when staffing the facility, the MCCA is obligated to follow the EEC hiring goals which are 60 percent residents, 30 percent minority and 10 percent women.

## **IV. Developable Sites**

There are a number of developable sites that fall geographically within the Empowerment Zone and for which there are specific plans for future action. A complete discussion on developable sites is included in Chapter 5A under the section on Brownfields.

## V. Boston: City of Innovative Problem-Solving

In recent years, the city of Boston has tackled some of its most difficult urban problems with new and innovative approaches and has won national and international acclaim for its successes. Decreases in crime and youth violence, an ambitious education reform strategy, and an unprecedented commitment to bringing technology into schools and public centers has resulted in powerful benefits for the City and the Zone. Boston has learned from these successes, and we continue to learn and improve with every initiative we undertake. Empowerment Zone designation would enable us to draw on the strengths we have developed tackling specific problems, and bring those strengths to bear on a comprehensive, all-encompassing effort to achieve long-term economic self sufficiency for our most neglected neighborhoods.

Highlights of our problem solving efforts follow.

### A. Public Safety— A Record Drop in Crime

Boston is experiencing its lowest crime rate in 30 years. President Clinton has showcased Boston's innovative approaches to crime and violence prevention as a model for other cities. More than 500 jurisdictions from around the world have visited Boston to learn about our crime-fighting strategies. Residents and tourists report feeling safer on Boston's streets. Statistics tell the story:

- For almost three years (March 1995 to January 1998) there were no homicides in the city involving youth under 17 years of age as victims.
- During the first six months of 1998, incidents of part-one crimes (homicide, rape, robbery, aggravated assault, burglary, larceny, and car theft) were down 11 percent from a similar period in 1997 and down 83 percent since 1990.
- During the first 6 months of 1998 there were 12 homicides, 15 fewer than for the same period in 1997 and 68 fewer than in 1990.



The foundation of Boston's approach has been threefold:

- neighborhood policing and its focus on prevention, intervention and enforcement, with a particular emphasis on youth/gang violence and crime. This approach is supported by 672 new police officers since 1993 (Boston's highest number of sworn personnel in three decades) and 900 neighborhood crime watches;
- partnerships that build coalitions among police, prosecutors, probation officers, correction officials, youth workers, social service providers, judges, faith organizations, health professionals, parents and young people; and
- utilization of federal, state and city dollars to support targeted intervention initiatives.

### B. Education— Steady Progress on a Five Year Plan

In his 1996 State of the City speech, the Mayor tied his political future to the success of the city's school system, urging Boston residents to "judge me harshly" if his goals for the schools and their 63,000 students were not realized. The Mayor hired the former U.S. Assistant Secretary for Elementary and Secondary Education, Thomas W. Payzant, to oversee Boston's schools. Boston is in the second year of its five year school reform plan, which:

- sets clear expectations for what all students should learn through new rigorous citywide learning standards in every subject;
- requires a comprehensive change plan for every school;



- commits major resources to administrator and teacher training;
- engages families, community organizations and businesses as partners;
- institutes challenging new student performance tests and establishes grade level requirements for student work; and
- enhances an accountability system grounded in producing results - improved student achievement.

Funding for the Boston Public Schools has increased more than 30 percent in the last five years. Three new Early Education Centers opened this year, including one in the Zone which will serve 340 three- and four-year-old children. An Arts Academy has also opened. Twelve pilot schools across the city serve as models of creative, reform driven education. In addition, the City's new *2:00-to-6:00 Initiative* will provide after school programs for students throughout the school system.

*ReadBoston.* In 1995, Mayor Menino and several community leaders announced the ReadBoston campaign. ReadBoston's mission is to ensure that

all children in Boston are fluent readers by the end of third grade, a critical juncture in a child's education. The program draws together literacy specialists, community volunteers and businesses. This fall, 1,000 volunteer tutors are helping students in 25 elementary schools. Other ReadBoston initiatives include a summer reading camp, a targeted "reading zone" and three storymobiles that travel throughout the city. The ReadBoston program is a model for the development of President Clinton's America Reads program.

*Boston Strategy to Improve Student Attendance.* The Boston Strategy to Improve Student Attendance is a truancy prevention strategy that uses the community-based juvenile justice approach that has made the city a national model in reducing youth violence. Elements of the comprehensive strategy include strict new attendance and promotion requirements and progressive family engagement and support.

### C. Technology- First Major Urban School System Fully Wired to the Internet

In 1996, President Clinton and Vice President Gore challenged every school in the U.S. to be wired to the Internet by the turn of the century. This October, Boston becomes the first major urban school district in America to meet that challenge. This achievement is a major milestone in a two-year-old public/private partnership that has attracted more than \$26 million in outside funding to bring computer technology to Boston's students and teachers.



Within the past 30 months access to computers has increased dramatically within the schools, libraries, community centers and organizations throughout the city and the Empowerment Zone. Prior to January 1996, when Mayor Menino made a major commitment to educational technology, the ratio of students to computers was 63:1. By June 1998, this figure was 10:1, achieved through the purchase of 7,500 new computers. The Mayor's goal is to provide one computer for every four students and a computer for every teacher by the year 2001.

Since January 1996, more than 2,500 teachers have been trained in how to use and integrate computers into the curriculum. Many librarians, Community Center and community organization personnel have received the same or similar training.

The City has also outfitted ten state-of-the-art computer labs in low-income community organizations (nine of them are located in the Empowerment Zone) and is committed to create another five to ten centers by the end of the year 2000. In addition, eight new computer labs with an average of 12 new computers per site have opened in City Community Centers within the past 18 months and another five are slated to open within the next six months. Furthermore, half of the city's 41 Community Centers will be linked to the Internet by the year 2001.

All 26 Boston Public Library branches have at least two networked computers. Another 25 computer centers funded through a wide variety of resources exist to serve a range of needs from the Asian community to homeless people to veterans.

#### D. Major Housing Improvements

Affordable housing is key to family and community stabilization. With the skyrocketing real estate and rental market throughout the city and the recent elimination of rent control by statewide ballot, the City has faced this increasing challenge with creativity and innovative programming.

The Demonstration Disposition Program (Demo Dispo) is a HUD-financed effort through which 2,000 units of HUD-foreclosed properties in the Zone are being renovated and conveyed to partnerships created with significant resident involvement. Administered by the Massachusetts Hous-

ing Finance Agency (MHFA), a key program component is the training of residents to make decisions on the future of their buildings. Another priority for this program is the achievement of high rates of minority participation in the awarding of construction and service contracts.

Boston has taken advantage of HUD assistance to revitalize and transform public housing communities in the Zone. Work underway through HUD's HOPE VI program has transformed the troubled Orchard Park development into the new \$100 million Orchard Gardens, which provides both home ownership and rental opportunities for families with a range of incomes. Under construction is another \$100 million HOPE VI development, Mission Main, which on completion, will provide a similar range of housing options for its residents.

In addition, the 202 unit Academy Homes development in the Zone was recently purchased from its owner by a partnership which consists of the Academy Homes I Tenants Council and Urban Edge Housing Corporation. Through the sale of tax credits, and HUD, state, and city financing, Academy Homes will be renovated.



## CHAPTER 4

### GOALS OF THE STRATEGIC PLAN

Economic self-sufficiency for all Empowerment Zone residents is the overall goal of this Strategic Plan. The EZ Task Force refined this overall goal into 12 specific, measurable goals for which strategies and programs are defined. These goals capture the notion that creating economic opportunity by itself is not sufficient. People must have the ability to gain access to those opportunities to make them truly meaningful. They must have good health, the right skills, a family support system, and convenient transport. The statutory goals as outlined by HUD have been incorporated into these goals.

The goals are organized around the major thematic areas identified in the circle diagram presented at the beginning of the report. For each goal, strategies are provided. In the next chapter, Implementation Plan, we lay out these strategies and indicate the specific programs we are proposing to carry out the strategy and ultimately meet the community's vision of economic self-sufficiency for individuals, families and neighborhoods.

*“As a company which has moved its New England headquarters and manufacturing facility to the Zone, we understand how the combination of Boston’s innovative approach to problem solving and a targeted infusion of funds can really make a difference here.”*

— Echo Tsai, Vice President  
HiQ Computer Systems

## Investing in Economic Opportunity and Job Creation

**GOAL:**      **Create 1,500 New or Expanded Businesses In the Empowerment Zone with 10,000 New Job Opportunities.**

*Strategies:*    *Strengthen, market and expand the Boston Empowerment Center, Boston's one-stop shop for business development.*

*Identify, train and provide technical assistance to potential entrepreneurs in the Empowerment Zone.*

*Increase access to a full range of capital resources for Empowerment Zone businesses.*

*Provide technical assistance to Empowerment Zone small businesses and help them become more productive and profitable.*

*Connect Empowerment Zone businesses with growth industries throughout the region and in the neighborhoods.*

*Attract new investment to the Empowerment Zone and ensure EZ residents a fair share of the jobs that result.*

*Create and implement an action plan to develop and market developable sites, with particular emphasis on Brownfield sites, utilizing all federal and state tax incentives.*

*Build on and leverage the city's neighborhood development strategy and all capital investments.*

**GOAL:**      **Double the Percentage of Homeownership in the Zone to 30% and Produce a Minimum of 11,000 Units of Affordable Housing.**

*Strategies:*    *Establish an EZ Home Center as a one-stop resource center for information, education and financial assistance for potential homebuyers and existing homeowners.*

*Provide technical assistance to EZ homeowners with vacant rental units who want to become successful small landlords.*

*Develop a property management internship and employment program for EZ residents, in collaboration with rental housing industry partners.*



*Assist in the development of rental properties for low- and moderate-income families and at-risk populations, especially elders, with links to services.*

*Expand and improve services for the homeless.*

*Expand the construction of affordable new homes on vacant lots in the Zone.*

*Target vacant/abandoned housing in the EZ for rehabilitation and sale to first-time homebuyers.*

## Investing in Health and Well-Being

**GOAL:**      **Enable 10,000 or More Families and Individuals (about one-fifth of the Zone) to Overcome Barriers to Employment.**

**Strategies:**    *Create three Family Opportunity Centers, neighborhood-based clearinghouses for information, referral and comprehensive case management.*

*Help young men transition from incarceration back into community life and the workforce.*

*Reconnect young men with their families and communities.*

*Increase the quality and supply of safe, affordable surround care for children and youth.*

*Create a strong and healthy beginning for the Zone's youngest residents: infants and children.*

*Support adolescents in avoiding and overcoming substance abuse, risky behavior, and criminal activity.*

*Provide additional cancer prevention/early detection services to residents of the Zone.*

*Provide health services via a mobile van.*

*Intervene strategically in the HIV/AIDS crisis.*

*Enhance domestic violence prevention services.*

*Expand the Child Witness to Violence program to all neighborhoods of the Empowerment Zone.*

## Investing in Education and Job Readiness

**GOAL:**      **Ensure that Every Zone Resident Has Access to Basic Literacy, Adult Education and a High School Credential.**

*Strategies:*    *Expand the supply of Adult Education and English as a Second Language (ESL) services.*

*Create family literacy programs and “reading zones” throughout the Empowerment Zone.*

*Expand existing network of alternative education services and job development services for youth in the Zone.*

**GOAL:**      **Ensure that Zone Residents Have Access to the 10,000 New Job Opportunities Projected in the Empowerment Zone, and to Good Jobs – Jobs With a Living Wage, Benefits and Opportunities for Advancement – Throughout the Region.**

*Strategies:*    *Identify jobs in the region’s key growth industries and develop training opportunities for those sectors.*

*Help Empowerment Zone residents upgrade skills and earn credentials to move into higher wage jobs with career opportunities.*

*Provide professional job placement services through each of the three new Family Opportunity Centers in the Empowerment Zone.*

*Establish a Continuing Education Initiative to support and encourage holders of High School Diplomas or GEDs to pursue post-secondary education.*

## Community Capacity Building

**GOAL:**        **Increase the Vitality of Empowerment Zone Civic Life.**

*Strategies:    Support community-based organizing efforts to promote self-sufficiency and civic participation.*

*Strengthen Boston's neighborhood based service delivery infrastructure.*

*Increase the number of eligible EZ residents that are registered to vote and ensure that all EZ residents are counted in the Year 2000 Census.*

## Creating the Physical Environment for Change

**GOAL:**        **Connect Residents of the Empowerment Zone to Jobs and Services with Safe and Convenient Public Transit.**

*Strategy:        Develop transportation methods to make jobs in the greater Boston region accessible for EZ residents.*

**GOAL:**        **Ensure that Environmental Quality in the Empowerment Zone Supports Public Health and Economic Opportunity.**

*Strategies:    Train residents and neighborhood groups to identify environmental problems and establish environmental justice priorities.*

*Launch a Zone-wide clean-up campaign in collaboration with Boston's Public Works and Parks and Recreation Departments.*

## Linking the Community through Technology

**GOAL :**     **Ensure that EZ Residents have Basic Computer Skills and Access to Technology as the Basis for Job Opportunity and Information Sharing.**

*Strategies:   Train EZ residents in the use of technology to ensure that they have basic computer skills.*

*Provide technical support to Empowerment Zone families, businesses and community-based organizations.*

*Increase access to computers throughout the EZ community – in schools, small businesses, homes and community-based organizations.*

**GOAL:**     **Ensure that Information about Business, Health, Education and Training Programs is Integrated and Easily Accessible through Computer Technology.**

*Strategy:     Develop and maintain cutting-edge comprehensive community information systems for community residents, organizations, businesses and service providers.*

**GOAL:**     **Maximize Investment and Job Creation in the Empowerment Zone by Leveraging Tax Incentives.**

*Strategies:   Create an aggressive and innovative approach that promotes awareness, understanding and use of tax credits available in the EZ.*

*Combine Federal EZ tax incentives with State and City tax incentives, programs, and funding for maximum impact.*

*Use the Brownfields tax incentive to attract investment to the Zone.*

provides for both the treatment needs of the juvenile population and the safety needs of the community.

*EZ Budget Total: 0*

*Resources Leveraged: \$600,000 represented by allocations from the Commonwealth's Department of Youth Services and the Mayor's Office of Community Partnerships' SafeFutures Initiative.*

*Two-year Implementation Plan: Contract with service providers through an open bid process to identify community site and develop program. Services to begin Summer 1999.*

*Two-year Budget: 0*

*Two-year Outcomes: 60-90 court-involved youth are enrolled in transition programs at the Center.*

*Strategy: Provide additional cancer prevention/early detection services to Zone residents.*

#### **Cancer Prevention/ Early Detection Services**

Health disparities exist between Zone residents and residents in the rest of the City for almost every health indicator. Many of the poor health outcomes experienced by Zone residents influence their ability to successfully participate in the workforce. As demonstrated in Chapter 3, residents of the Zone experience a higher age-adjusted mortality rate for the major causes of death than do residents of the rest of Boston, in particular for major cancers. With new funds from the City, the Boston Public Health Commission will create an Office of Cancer Prevention/Early Detection, expand the existing Breast and Cervical Education Program, and offer mobile mammography services with emphasis on providing increased access to prevention and early detection and screening services for residents of Zone neighborhoods.

*EZ Budget Total: 0*

*Resources Leveraged: \$500,000 annually through the Public Health Commission, Mobile Diagnostics, Inc., American Cancer Society, Dana Farber Institute and the Massachusetts Department of Public Health.*

*Two-year Implementation Plan: The Public Health Commission will hire a director for the Office of Cancer Prevention/Early Detection to oversee the implementation of expanded prevention and screening opportunities. The PHC will issue a request for proposals to build the mammography van and will identify a qualified vendor to operate the mobile mammography van service.*

*Two-year Budget: 0*

*Two-year Outcomes: Each year, 200 women in the Zone will participate in Breast Friends activities, 200 men in the Zone will participate in prostate cancer screening, and 500 women in the Zone will be screened for breast cancer.*

*Strategy: Provide health services via a mobile van.*

#### **Family Health Van**

In partnership with neighborhood health centers and Boston hospitals, public health services will be offered via a mobile health van that will travel to all Boston neighborhoods. This van will improve access to health education, preventive services, screenings and referrals, and health insurance programs. The van will also be a visible presence in the neighborhoods, enhancing neighborhood organizing efforts and elevating prevention messages.

*EZ Budget Total: 0*

*Resources Leveraged: \$350,000 annually through Boston Public Health Commission, Boston's Community Health Centers, Boston area Hospitals, and Beth Israel Family Van.*

*Two-year Implementation Plan: The PHC will issue a request for proposals to identify a vendor for the public health van. Partnerships with community-based organizations, community health centers and hospitals will contribute to the operational capacity of the van.*

*Two-year Budget: 0*

*Two-year Outcomes: By the end of Year Two, through the use of the Public Health Van, 500 un-*

*insured families will have signed up for and enrolled in publicly-funded health insurance programs. By the end of year Two, 1,000 Zone residents will have been screened by the Van for hypertension and high cholesterol. By the end of Year Two, 1,000 children in the Zone will have received vision and/or hearing screenings. By the end of year Two, 500 people will have received dental screenings and limited preventive dental care.*

***Strategy: Intervene strategically in the HIV/AIDS crisis.***

Over the last decade, the AIDS incidence rate in the Zone has generally been much higher (as much as 50 percent higher in some years) than the rate for the rest of Boston. The 1996 incidence rate for Hepatitis B (a disease with similar modes of transmission as AIDS) in the Zone was nearly double the rate for the rest of Boston. Consequently, the need for public health interventions related to HIV/AIDS and other sexually transmitted diseases in the Zone are critical. Changes in medical treatment have resulted in more people with HIV living longer and at higher functioning levels. Changes in the epidemiology of HIV have resulted in rising numbers of women from communities of color who are infected. These trends translate into an increase in the total number living with HIV and a need for more support and prevention services. Several programs are targeted to assist people living with HIV/AIDS and to prevent the transmission of the AIDS virus.

**Re-entering the Job Market Initiative**

Access to new therapies, in conjunction with primary medical care and psycho-social support, has allowed some individuals to dramatically improve their health and to envision a future that is not automatically equated with disease and death. Health status improvement has led to higher levels of functioning and the potential for return to work. This initiative would provide counseling and support to individuals in the EZ as they transition back into the workforce.

*EZ Budget Total: \$250,000*

*Resources Leveraged: \$50,000 annually from the Public Health Commission*

*Two-year Implementation Plan: In collaboration with the PHC, issue through an open bid process a request for proposals to identify a partner to work with the PHC to develop this initiative. The following program components will be developed: 1) training existing career counselors, 2) identifying job opportunities for persons living with AIDS, 3) targeting trainings at the FOCs for persons with AIDS, 4) providing counseling and support for people with AIDS who are attempting to re-enter the job market.*

*Two-year Budget: \$50,000.*

*Two-year Outcomes: 300 residents in the Zone with HIV/AIDS will have received services through this initiative and 100 will have successfully re-entered the job market. An additional 50 residents will have entered into job training programs.*

*“The Boston HAPPENS (HIV Adolescent Provider and Peer Education Network for Services) Program is a multi-agency network providing HIV services and support to HIV infected, homeless, and at-risk adolescents and young adults ages 13-24 in the metropolitan Boston area. On behalf of Boston HAPPENS Program, we enthusiastically offer our support of Boston Connects, Boston’s application for Empowerment Zone designation.”*

— Elizabeth R. Woods, MD, MPH, Boston HAPPENS

### Targeted AIDS/HIV Prevention Program

Women represent a rapidly growing proportion of all new AIDS cases in Boston. Both the absolute number of new cases and the relative proportion of women's cases are increasing and many of the women with AIDS live in the Zone. This is particularly evident among Latinas and African-American women. With the increase of HIV infection in women of color, additional preventive services are needed. It is proposed that a program be developed aimed at prevention strategies in the Zone that respond to the racial, cultural, and economic realities of women's lives. This program would include both case-management services and resource center support to enable active drug users to reduce the risk of transmission and to enter treatment.

Peer education for youth will also be part of the Prevention Initiative. Each year, ten youth will be trained to serve as peer educators and direct AIDS prevention activities for adolescents throughout the Zone. Peer leaders will be trained and supported by community-based organizations in the Zone. Youth will be compensated for their time and employment will be available year-round.

*EZ Budget Total: \$250,000*

*Resources Leveraged: \$230,000 annually through the Boston Public Health Commission.*

*Two-year Implementation Plan: In partnership with the PHC, issue through an open bid process a request for proposals for the development of HIV/AIDS prevention services for both women of color, targeting both active drug users and partners of drug users, and for adolescents.*

*Two-year Budget: \$50,000*

*Two-year Outcomes: By the end of Year Two, 600 women of color in the Zone will have participated in prevention-oriented activities, 200 women of color will have received case-management services and 50 women will have entered drug treatment programs. Adolescent prevention activities will be directed by peer leaders at community centers, schools and churches throughout the zone.*

### AIDS/HIV Public Information Campaign

Research has shown media interventions can sometimes lead to significant general population behavior changes. Sustained interventions are more likely to lead to sustained behavior changes. Building on the successful "AIDS: It Ain't Over Yet" campaign, this initiative would continue to provide appropriate focused and sharpened messages for different age, racial, and cultural groups within the Zone.

*EZ Budget Total: 0*

*Resources Leveraged: \$40,000 annually from the Boston Public Health Commission.*

*Two-year Implementation Plan: The PHC will work closely with AIDS Action Committee and community-based organizations to develop appropriate prevention messages and a media campaign within the Zone. All material will be translated into at least two languages.*

*Two-year Budget: 0*

*Two-year Outcomes: By the end of year Two, the prevention message will have been displayed on posters and fliers throughout the Zone neighborhoods. By the end of year Two, there will have been four different radio spots aired and various prevention messages printed in local newspapers.*

*Strategy: Enhance domestic violence prevention services.*

In 1997, the Boston Police Department recorded 14,413 domestic violence incidents and arrested 3,893 offenders for violation of restraining orders. More than half of recorded incidents occurred in Areas B and C, the primary policing districts in the Zone. Through July of this year, another 8,070 incidents were recorded. Domestic violence continues to be an insurmountable barrier for many women struggling for economic independence, and it continues to be a major obstacle to peace in our communities and families.

The Boston Police Department, in collaboration with state law enforcement agencies and battered

women service providers, has piloted innovative models to link domestic violence victims with services (The PEACE Project) and to prevent repeat offenses through targeted interventions (No Next Time). These projects are funded by the Department of Justice COPS Office and other sources.

The City of Boston is currently assessing its system of supports available to families victimized by domestic violence and the intrinsic links between domestic violence, substance abuse and mental illness.

The City seeks to establish a broad continuum of care that brings two parallel treatment systems together: domestic violence and substance abuse treatment. Our goal is to provide victims of domestic violence with services that are flexible, coordinated and culturally appropriate. Service coordination will ensure that the variety of issues facing the family can be addressed, including housing concerns, locating child care, assuring emotional and physical safety, providing access to health and mental health services, establishing economic stability, addressing legal problems, providing vocational and educational counseling, and offering parent training and support.

We are also concerned about the impact on children of witnessing violence. An estimated 3 million children in America witness acts of violence every year and many come to believe that violent behavior is an acceptable way to express anger, frustration or a will to control. A survey of child welfare agencies conducted by the National Committee to Prevent Child Abuse (1997) found that:

- 80 percent of child abuse cases are associated with the use of alcohol or other drugs;
- the link between child abuse and other forms of domestic violence are inter-connected; and
- women who abuse alcohol and other drugs are more likely to become victims of domestic violence.

Although data documenting the number of cases of domestic violence in the Zone is not available, anecdotal information provided by health provid-

ers, emergency medical services, the police department, and community-based programs indicate that increased numbers of women are the victims of violence and many are seeking support services.

Recent studies have documented the relationships between domestic violence and welfare. A study by the Taylor Institute found that up to 80 percent of women on welfare are survivors of domestic violence or are attempting to escape violent relationships. The Joint Center for Poverty Research at Northwestern University found that the rate of domestic violence among AFDC recipients was three times as high as the rate found in other low-income households. National studies also tell us that job retention is a significant problem for women experiencing domestic violence in their life. *Boston Connects* seeks to leverage existing dollars to assist staff in adequately addressing the issues of domestic violence.

#### Domestic Violence Prevention Services

The City will support efforts of the Boston Public Health Commission, the Boston Police Department, the Boston Medical Center and local community health centers to develop additional services to achieve measurable improvement in the area of domestic violence in Boston and the EZ. Three methods have been defined: continued and more intensive public information, utilization of Emergency Medical Services as an important prevention and monitoring tool, and assistance locating increased support for existing community resources.

#### *EZ Budget Total: 0*

*Resources Leveraged: \$100,000 annually through Boston Public Health Commission, Emergency Medical Services, the Boston Police Department, Boston Medical Center and local community health centers. Department of Justice grant for \$289,000 awarded to the Boston Police Department to help investigate domestic violence cases also will be leveraged as part of this initiative.*

*Two-year Implementation Plan: The PHC will work closely with the Zone staff to coordinate new*



*Two-year budget: 0*

*Two-year Outcomes: By the end of year Two, EMS will have identified and provided services to 150 women in the Zone who experienced domestic violence. By the end of year Two, \$300,000 in additional support will have been identified for use by community-based organizations providing services for victims of domestic violence.*

*Strategy: Expand the Child Witness to Violence program to all neighborhoods of the Empowerment Zone.*

### **Child Witness To Violence**

The violence children see and hear has a profound effect on their emotional and psychological development. Children who grow up in violent homes are more likely to be aggressive with their peers. Abuse and neglect in early childhood can lead not only to aggressive behavior, but to depression, withdrawal, and self-punishing outbursts. In turn, these children can turn around and become batterers or victims themselves, perpetuating a destructive cycle.

Child Witness To Violence is a partnership between police officers, pediatricians, emergency room and child psychiatry staff at the Boston Medical Center. Police officers are trained to refer young children they encounter when responding to violent domestic incidents to health professionals. The program's goals are:

- to reduce the inter-generational perpetuation of violent behavior in individuals by intervening promptly with young children who witness violence
- to reduce the severity and longevity of post traumatic stress symptoms or other behavior problems in children who witness violence
- to strengthen families' abilities to help their children manage symptoms associated with exposure to trauma

The Child Witness to Violence program will expand its training and support efforts to focus particularly on police officers stationed in EZ districts,

to ensure that children living in the EZ have access to this critical resource.

*EZ Budget Total: 0*

*Resources Leveraged: \$150,000 through Boston Medical Center, Boston Police Department South Boston and South End Districts.*

*Two-year Implementation Plan: Hire master's level counselors; establish referral network through local police districts; train police officers.*

*Two-year Budget: 0*

*Two-year Outcomes: A mechanism is in place for referral of children witnessing violence to services. As a result of referral, children and families experiencing violent incidents experience less lasting trauma.*

## C. Investing in Education and Job Readiness

At each of the community meetings leading up to the development of this Strategic Plan, Empowerment Zone residents spoke forcefully about the importance of education and training in preparing people for good jobs with career ladders and decent incomes. This section of the Strategic Plan addresses the growing need for such services in the Zone. The goals of this section are:

**GOALS:** Ensure that every Zone resident has access to basic literacy, adult education, and a high school credential.

Ensure that Zone residents have access to the 10,000 new job opportunities projected in the Empowerment Zone, and to good jobs with a living wage, benefits and opportunities for advancement-throughout the region.

### I. Background

Over the past 15 years, the City of Boston and its network of service providers have established a comprehensive Workforce Development System aimed at promoting economic self-sufficiency for all residents, including immigrants with language barriers, persons with disabilities, and those with other barriers to employment. Through this highly effective network, thousands of Boston residents have received services leading toward jobs with career ladders offering future upward mobility.

In keeping with the principle of building upon existing successful initiatives, this chapter takes as a departure point the existing Workforce Development



System and describes how programs will be expanded strategically to address the particular needs of the Empowerment Zone. We propose several new programs to help residents gain access to literacy, education, training and, ultimately, jobs which will allow them to sustain self-sufficiency for themselves and their families.

*"I am strongly supporting Boston's application for Empowerment Zone designation known as Boston Connects. This innovative and collaborative effort will strengthen the network of stakeholders in our community who have been involved as part of our EEC initiatives. With the support of the Boston Empowerment Zone, ESAC has been able to build our neighborhood based alternative education program, which now includes an alternative high school for some of Boston's most hard to reach adolescents, to include a GED Plus Program. These efforts bring hope to a community, particularly its young people where there was once little if any optimism about the future."*

— Robert Pulster, Executive Director,  
Ecumenical Social Action Committee, Inc.

The federal Job Training Partnership Act (JTPA) provides the core of Boston's Workforce Development System. Boston uses JTPA monies to fund, on a competitive basis, a network of community-based service providers throughout the city offering services in three broad categories: adult skills training; services for dislocated workers; and youth alternative education, training and employment. In addition, smaller amounts of discretionary funding have been made available in recent years for the training of older workers. Training is offered in each of the key industry clusters identified in Chapter 5A. In order to apply for JTPA funding, a training provider must identify one or more employers willing to hire graduates of the program, and work with those employers to design an appropriate training curriculum.

Boston also receives state funds to provide skills training for recipients of Temporary Assistance to Needy Families (TANF). These funds supplement the JTPA dollars for economically disadvantaged adults and are similarly allocated to the network of community-based providers through a competitive bid process.

Due to the targeted nature and limited amounts of funding available for skills training, not everyone in need of services can currently be served. The City uses the Public Service portion of its annual HUD Community Development Block Grant (CDBG) to help fill gaps in the workforce development system and provide essential support services to residents working toward economic self-sufficiency. CDBG funds have been used to support child care, social services, substance abuse services, educational programs, and training programs. While CDBG funding has allowed us to build a system around our job training services, however, many gaps remain.

Since 1986, Boston has used a portion of its CDBG funds, in combination with state Department of Education funds, to support the Adult Literacy Initiative (ALI). Twenty-six community-based providers offer a range of English as a Second Language (ESL) and Adult Basic Education (ABE) courses leading to a high school credential. About half of those served in these programs are low-income working people. State and federal com-

mitment of funds has grown significantly in the last few years, but the demand for ESL and ABE instruction far outstrips the availability of programs.

Each year, the City conducts a comprehensive planning process, which leads to the development of a HUD Consolidated Plan and a JTPA plan, drafted after extensive community input and public hearings. Every other year, the City issues a CDBG Request for Proposals, placing a priority on services that help move residents out of poverty and into self-sufficiency. This community planning process informs the City's development of RFPs for job training, adult education and other services as well.

Boston's workforce development system has benefited significantly from the availability of Enhanced Enterprise Community funding, targeted to residents of the Empowerment Zone. In 1996, funds were made available through "individual referral" contracts, enabling EZ residents to choose from among Boston's numerous skills training providers. More recently, EEC funds have been issued in combination with JTPA and state funding in Requests For Proposals for adult skills training, adult literacy services, and school-to-career services for out-of-school youth. Through this strategy, EEC funding has leveraged significant additional services for residents of the Empowerment Zone. Most workforce-development-related RFPs issued by the City now contain a special section on the EZ. The CDBG RFP issued in January 1998 awarded special bonus points to applicants increasing service to EZ residents.

In 1997, the City secured U.S. Department of Labor funding to create a Youth Opportunity Area (YOA) covering ten census tracts within the EZ. This demonstration project represents a coordinated, intensive response to high unemployment rates among out-of-school 16-24 year-olds in Roxbury and South Boston. The YOA focuses significant resources on a small target area in a saturation strategy aimed at breaking the cycle of poverty by dramatically increasing the employment rate of the target population while simultaneously assisting youth in returning to school and completing their education. Staff also work with employ-

ers to develop job opportunities for youth in the program; 400 jobs have been committed by private employers.

In the spring of 1998, Boston began receiving federal Welfare to Work funds aimed at moving long-term welfare recipients into jobs. Given the de-



mographics of the Empowerment Zone and the number of long-term welfare recipients residing there, it is clear that Boston's Welfare to Work program will have a heavy focus on Zone residents. However, Welfare to Work eligibility restrictions and "work-first" requirements will leave many Zone residents without services. Welfare reform efforts in general have contributed to a dramatic rise in the numbers of working poor in the Empowerment Zone, as former recipients are required to move into low-wage, seasonal or part-time jobs. These residents are ineligible for many services yet clearly require education and training in order to obtain better jobs. Underemployment, as much as unemployment, requires a thoughtful and comprehensive response if we are to truly move Empowerment Zone residents out of poverty.

The strength of Boston's workforce development system lies in its decentralized, community-based service delivery network, with providers for each

service selected through a competitive bid process. The agencies in this network are more flexible and attuned to the needs of their clients than would be a centralized job training system. Oversight of the system is the joint responsibility of a public/private partnership between the Boston Private Industry Council and the City's Office of Jobs and Community Services.

## II. Assessing Gaps in the Workforce Development System

We recognize that the workforce development system described above is far from complete, and that it has done a better job of reaching some populations, and some sections of the city, than it has others. Moreover, what clearly does not yet exist is a comprehensive system that can connect *all* of services (health, housing, transportation, etc.) necessary for family self-sufficiency. The EZ comprises several Boston neighborhoods that have not fully benefited from the programs and services ostensibly available to all Boston residents. To remedy this problem, it is necessary to identify the gaps which exist, and outline the services necessary to fill those gaps.

### *Too Few Residents Served*

In reviewing gaps and barriers, we begin with the fact that the current workforce development system serves too few people. Paul Osterman, in a study for the Boston Foundation in 1989, estimated that only one of 20 eligible adults received job training services. Since 1989, federal appropriations for training have fallen, so Osterman's estimate is probably optimistic now. By concentrating resources within the Empowerment Zone, training can be brought up to a scale that can make a significant difference in the poverty rate for the community.

### *The Under Employed*

Poor communities are filled with people who follow all the rules and yet cannot get ahead. Some of these individuals are chronically underemployed; others work multiple jobs to make ends

barely meet. For example, former welfare recipients build on the childrearing skills they have and become entry-level child care workers, only to discover that their wages do not stretch as far as their benefits used to. Immigrants clean downtown office buildings at night or work sewing machines by day; low-income men subsist on day labor or other contingent work. Workers get a toe-hold by securing jobs in maintenance or food service, but never get beyond that toe-hold.

### *Need for Skills to Upgrade Jobs and Incomes*

For the disadvantaged populations seeking to enter the workforce and for those in the workforce who need to advance, the existing training system does not provide the necessary steps to further education or the credentials that assure decent middle class incomes and economic security. In a 1997 study entitled *Closing the Gap*, the Massachusetts Institute for a New Commonwealth examined the role of further education and training in solving the problem of growing wage inequality. The study, echoing many national surveys, concluded that about two years beyond high school is necessary to attain the skilled jobs that pay middle class wages. The short-term training programs that characterize the workforce development system accomplish a lot for the disadvantaged clients that they serve. But they need to be integrated into programs that can combine remedial education, short-term skills acquisition, occupational credentialing and the granting of Associate Degrees. For linguistic minorities in particular, it is critical that there be access to literacy services and linguistically appropriate training.

### *Welfare Reform*

Welfare reform in Massachusetts will begin to hit with full impact December 1, 1998 as the first cases hit the state's two-year time limit. Case loads have declined dramatically, but the prevailing suspicion among analysts and case workers is that most of the job-ready recipients have left the rolls already; the ones who remain are those with less education, fewer skills and more barriers to good jobs.

Boston is targeting its Welfare to Work resources to help these recipients make the transition to good-paying jobs, but many will be left behind. The Boston Career Centers are discovering that some TANF clients test at a second grade reading and math level. *The Boston Globe* (8/26/98) estimates that as much as 40 percent of the remaining state welfare case load suffers significant learning disabilities and other major impediments to work. The state is planning to use a small portion of its funding to create sheltered workshop environments for individuals who cannot yet make the transition to work and have reached the end of their benefits, but this will almost certainly fall short of the need.

Moreover, Welfare to Work requires that services follow a "work-first" model, whereby the recipient must be placed in a job before education or training can be provided. While this model can work for some, it clearly will not meet the needs of all welfare recipients, particularly those with severe education deficits or work readiness issues. Welfare to Work leaves a large gap which must be filled if we are to move all residents toward economic security.

*"Transitioning from welfare to work and being hampered by poor education requires a network of intensive support services. Our mission is to bring people from different cultures and races together harmoniously in a way that empowers them with the education, skills and support they need to improve the conditions of their lives and communities."*

— Stephen Hanley, Executive Director,  
WAITT House, Inc

### *The Working Poor*

The working poor have been the fastest growing segment of the poverty population for almost two decades. Working families headed by individuals with low educational levels and lack of transferable skills stand a high risk of job loss and poverty. Acknowledging this, Massachusetts recently established an incumbent workers training fund to address issues of training and upgrading for currently employed workers.

Services to the working poor represent a significant gap in the workforce development system in Boston and nationally. JTPA and welfare training funds target the most disadvantaged, with a heavy emphasis on those with little or no work history. CDBG allows services to low and moderate income families; Boston's experience is that 90 percent of those served under CDBG are from low-income families. Dislocated worker funds only allow training services to working people after they have lost their jobs. Clearly, there is a growing need in the Empowerment Zone for services to assist the working poor.

### III. Strategies and Programs

As discussed, Boston's workforce development system relies on a decentralized, community-based service delivery network, whereby providers are selected through a competitive procurement process. Rather than select in advance the provider for each service proposed in this Plan, Boston intends to issue a Request for Proposals, in accordance with existing City and State procurement policies, for each of the services outlined in this application, and allow a team of impartial readers to select the best proposal in each instance.

As discussed in the preceding chapter, the primary means of providing access to services, including those outlined here, will be the Family Opportunity Centers. These three Centers will play a vital role in developing a holistic approach to moving Zone residents towards self-sufficiency. By considering the multiple needs and strengths of individuals and families, the Centers are more likely to help Zone residents achieve success. The Centers will provide outreach, intake, assessment,

case management and job placement services, working with clients to devise Individual Development Plans with goals and timetables to help residents achieve economic self-sufficiency. The Centers will help residents gain access to literacy programs, education, job readiness services, job training programs and job placements. The Family Opportunity Centers will build upon Boston's innovative One-Stop Career Center system, which currently provides comprehensive intake, assessment and referral services for the workforce development system.

### Continuing Education/Lifelong Learning

Woven throughout the programs in this section is the theme of continuing education. Adult education is the cornerstone of our workforce development system. Our literacy programs encourage parents to continue to develop their literacy skills along with their children. Our alternative education programs, based on a school-to-career model, encourage at-risk youth to take the next step beyond getting their diploma or GED by connecting them with two- and four-year colleges or other degree-granting institutions. Our various skills training programs are also intended to link with institutions of higher education, and to encourage those already working to continue to improve their skills through a new incumbent worker training initiative. An innovative workplace education pilot project is expected to be replicated and adapted for various industries. We are committed to providing Empowerment Zone residents with opportunities for continuing education at all levels.

*Strategy: Expand Adult Education and ESL services.*

### Expanding Adult Education and ESL Services

The importance of education in moving families out of poverty cannot be overstated. A major investment in adult education services is essential to our strategic plan for economic self-sufficiency. Given the increasing numbers of people in the Empowerment Zone for whom English is not the native



language, special attention must be given to expanding the supply of ESL services. While the current ESL system is effective, waiting lists range from one to three years; meanwhile, the immigrant community is becoming increasingly diverse, with many newer immigrants lacking literacy even in their native language. There is a particular need for more ESL programs which incorporate a citizenship component into a curriculum designed to help new immigrants cope with the rules, regulations and customs of a new culture. This application proposes a major infusion of EZ funding into the adult education system in an effort to provide all Zone residents with access to English-language competency.

*EZ Budget Total: \$6.4 million*

*Resources Leveraged: Projected \$178,596 annually (Boston Adult Literacy Initiative)*

*Two-year Implementation Plan: Issue RFP in Fall of 1999 for Adult Education and ESL services for Zone residents; select providers; services to begin January 2000.*

*Two-year Budget: \$964,000 (18 months of direct services)*

*Two-year Outcomes: 640 residents enrolled in programs (18 months of services); 450 residents complete program, earning a GED or English language competency; 148 earn post secondary credits.*

*"The programs and services to be provided by the EZ will allow poor working families to obtain job skills that will introduce them to a living wage career. They will allow families to learn English so parents can advocate on behalf of their children and at the workplace so that they do not continue to be exploited. It will expose youth to opportunities that will help them make right decisions, allowing them to either continue their education or seek a vocational trade."*

— Carlos Martinez, Executive Director,  
La Alianza Hispana

*Strategy: Create family literacy programs and "reading zones" throughout the Empowerment Zone.*

### Family Literacy

For several years, Boston has actively promoted and supported the development of integrated family literacy programs, in which the literacy skills of parents and children are developed simultaneously via mutually reinforcing strategies. This innovative approach has been supported through CDBG funds earmarked specifically for this purpose; we proposed to augment that initiative with Empowerment Zone funding.

The family literacy approach is also being incorporated into a major public/private America Reads initiative called ReadBoston. The goal of the ReadBoston campaign is to have every youth in the city reading at grade level by the end of third grade. One particularly exciting strategy to accomplish this has been the creation of Reading Zones. The Reading Zone creates literacy-rich neighborhoods by uniting schools, families, and community members in a systemic early literacy effort. The goal is to create a "ladder of literacy"



for children starting at birth. Each child is given a set of books with which to start a family library. Parents are given a "prescription for reading" at regular pediatric visits to the neighborhood health center; parent-to-parent reading readiness training is going on at local public housing units. Local business and church volunteers read with children at the local school and reading is promoted in storefront displays. A Reading Zone currently exists in a portion of the Empowerment Zone; we propose to replicate this national model throughout the EZ.

*EZ Budget Total: \$4 million*

*Resources Leveraged: Projected \$50,000 CDBG annually, \$100,000 ReadBoston programs annually*

*Two-year Implementation Plan: Establish first new reading zone by September of 2000; establish second reading zone by September of 2002. Issue RFP for family literacy services in Fall of 1999 to Zone residents; select service providers; services to begin January 2000.*

*Two-year Budget: \$471,000*

*Two-year Outcomes: 5,000 Zone residents (children and parents) provided with literacy services. All participating schoolchildren show improvement in reading scores.*

*Strategy: Expand alternative education and job development services for youth in the Zone.*

#### Alternative Education Initiative

Boston's dropout rate has dropped dramatically over the past ten years, from nearly 40% of the 1982-1986 cohort to 23.4% of the 1992-1996 ninth grade cohort. Nevertheless, nearly 800 youth from the 1996 cohort left school before graduation. Dropout rates have historically been higher for black and Hispanic youth than for whites, and dropout rates in the Zone have been among the highest citywide.

In order to ensure access to a high school credential for out-of-school youth in the Empowerment

Zone, we propose a major investment in alternative education services. One of the major reasons behind the decline of the dropout rate has been the creation of a high quality alternative education system that serves young people who have left the mainstream system. Youth enrolled in alternative high schools also receive school-to-career program services which connect them to job shadowing, afterschool employment, adult mentoring, summer jobs and other work oriented activities. In the face of national federal funding cuts for such programs, the City has committed significant resources to this initiative. These resources have been supplemented with EEC funding for programs serving youth who reside in the Empowerment Zone. We propose to expand the existing network so that all EZ youth in need of alternative education services will have access.

As discussed previously, Boston's innovative Youth Opportunity Area (YOA) initiative, one of six demonstration sites in the US, is working to saturate its target neighborhoods in Roxbury and South Boston with a range of youth services, from street outreach and one-on-one counseling to alternative education and employment. This strategy, while new, shows promise of reaching the goal of reducing unemployment among out-of-school youth and young adults. This application proposes to purchase additional alternative education slots and job development services to allow the expansion of this model throughout the entire Empowerment Zone.

*EZ Budget Total: \$7 million*

*Resources Leveraged: Projected \$3,360,000 annually from Dept. of Labor/YOA; Mayor's Office of Jobs and Community Services, Massachusetts Executive Office of Health and Human Services, Massachusetts Office of Child Care Services, Mayor's Office of Community Partnerships' SafeFutures Initiative.*

*Two-year Implementation Plan: Issue RFPs for alternative education instruction and job development services in Fall of 1999 for classroom enrollment January 2000.*

*Two-year Budget: \$1,044,000*

*Two-year Outcomes: 215 youth receive intensive case management; 120 enrolled in alternative education programs; 100 others receive job readiness training; 95 youth advance at least one grade level per year; 33 earn some college credit.*



*"It would be great if some of the EZ residents give back to the communities that they came from. Initiating a mentoring program would be great. What these kids need are some solid role models who know where they are coming from. It also shows kids that there is hope out there and that with a little hard work and effort they too can take part."*

— Leo Rull, YOA Case Manager, at a meeting on September 9, 1998 at the Condon Community Center

#### Apprenticeship Preparedness (Youth Mentoring Project)

The City currently manages an Apprenticeship Preparedness Program to ready candidates for apprenticeships in the various trades, particularly those involved in Boston's massive, ten-year Central Artery/Tunnel project. Opportunities for work in the trades will increase with additional major construction projects such as a new convention center and an estimated 6,000 new hotel rooms to

be built in the area over the next five years. The dilapidated housing stock in much of the Zone suggests another possible training route for residents interested in the trades, and may also provide an entrepreneurial opportunity for small home-rehab companies. We have learned over time that basic carpentry skills need to be part of the overall technical training to ensure that trainees have a competitive edge and can maintain steady employment in an industry that has extreme swings in labor demand.

Under the City's new Welfare-to-Work initiative, plans are underway to develop apprenticeship preparation programs targeting women interested in non-traditional careers, as well as non-custodial fathers. Given the demographics of the Empowerment Zone, with its high numbers of both welfare recipients and unemployed young fathers, these efforts will clearly have a strong EZ focus.

Once residents complete pre-apprenticeship and apprenticeship programs, they will receive assistance from the program in obtaining jobs from EZ and other construction projects. Boston has worked hard to get EZ residents and others into pre-apprenticeship programs and apprenticeships for construction jobs, but would like to achieve more. Success in this area will create great opportunities for many workers in the EZ. We propose to utilize Empowerment Zone funds to establish a new program to match vocational education students at the Humphrey Occupational Resource Center with mentors in the various trades, supporting their participation in the Apprenticeship Preparedness Program and their eventual acceptance into a trade union.

*EZ Budget Total: \$700,000*

*Resources Leveraged: Projected \$775,000 annually Welfare to Work; Massachusetts Highway Department*

*Two-year Implementation plan: Develop apprenticeship mentoring program model for Empowerment Zone youth; issue RFP for services March 2000; services begin summer 2000. Work with existing state-funded program over the next five years to maximize the number of Zone residents placed into construction trades*

*Two-year Budget: \$70,000 (12 months of services)*

*Two-year Outcomes: 30 Empowerment Zone youth provided with apprenticeship mentors. A total 125 Zone residents (youth and adults) enrolled in apprenticeship preparedness program; 90 graduate from program; 55 obtain employment in trades.*

*Strategy: Identify jobs in the region's key growth industries and develop training opportunities for those sectors.*

### **Skills Training for Careers in Growth Industries**

Chapter 5A provided an overview of Boston's economy and its growth industries. Boston is fortunate to have a diverse economy which is not dependent on any one sector. Our city's key industry clusters include health care and higher education, financial services, tourism, environmental industries, and information technology. While cyclical, the construction industry is today booming in Boston. It is important to match the Zone workforce with these industries to increase the likelihood of long-term employment and career advancement.

Boston's community-based job training delivery system has strong capacity to deliver high-wage jobs connected to growth industries. Building on basic computer instruction and developing skills in the sophisticated use of software, training providers have prepared many recent immigrants and long-term welfare recipients for financial service careers. Boston's planning agency, the Boston Redevelopment Authority, projects that back office jobs will be increase in Boston; the availability of skilled office workers could make the EZ very attractive for the location of office jobs.

Similarly, the Zone is adjacent to two major medical complexes. Our community-based training organizations have expertise in working with employers to develop opportunities for medical secretaries, third-party billers and a variety of clinical and technical positions such as Certified Nursing Assistant, Patient Care Assistant and Surgical Technician. Training in culinary arts and other hospitality-related skills will prepare EZ residents to

take advantage of jobs created by the future convention center and hotel construction.

To create significant levels of opportunity, Boston aims to create approximately 100 new training slots each year. Boston's Office of Jobs and Community Services will issue a Request for Proposals to challenge training providers to demonstrate strong employer partnerships leading to entry level jobs with career ladders. The Boston Empowerment Center and the BRA will assist in the development of those partnerships.

*EZ Budget Total: \$4.3 million*

*Resources Leveraged: \$210,000 in JTPA IIA (annually), \$165,000 in state welfare training money (annually), \$200,000 in EEC skills training money (annually).*

*Two-year Implementation Plan: Convene community and business advisory group in October 1999 to plan EZ skills training initiative and identify curriculum and employer needs. Issue RFP for skills training in March 2000; select training providers; training cycles begin Summer of 2000.*

*Two-year Budget: \$430,000 (12 months of direct services)*

*Two-year Outcomes: 86 Zone residents enrolled in skills training; 60 Zone residents complete training; 20 earn some post-secondary credits; 45 are placed in jobs upon completion of training.*

### **Environmental Remediation Training**

Several career opportunities will develop out of the growing environmental remediation field. Boston has a track record in training and placing very high-risk populations in lead abatement, asbestos abatement and related occupations. The model that works for these placements into high wage jobs joins community-based case management with technical training at a school that grants formal certification. This model can be expanded to other environmental remediation fields, including jobs that are required to clean up Brownfields, and can be enhanced to include articulated career ladders for participants. This training will suit the needs of disadvantaged individuals with little or no work history, individuals who are underemployed, the

working poor seeking job upgrades and young people.

Environmental Remediation Training can also be used to build a skill base for the creation of a small environmental remediation business. The Environmental Remediation Training Program will link



people to the EZ entrepreneur training program, the EZ local services needs study on environmental services and the EZ business opportunity fairs (all described in Chapter 5A) to help support the creation of small businesses in this field.

*EZ Budget Total: \$1 million*

*Resources Leveraged: Projected \$100,000 JTPA funds*

*Two-year Implementation plan: Convene community and business advisory group in October 1999 to plan EZ environmental remediation training initiative and identify curriculum and employer needs. Issue RFP for remediation training in March 2000; select training providers; training cycles begin Summer of 2000.*

*Two-year Budget: \$100,000 (12 months of services)*

*Two-year Outcomes: 20 Zone residents enrolled in programs; 17 complete program and earn credential; 15 placed in jobs.*

### Education in the Workplace

Over the past year, Boston has developed an innovative, union-sponsored workplace education pilot project for home health aide workers established with JTPA discretionary funds. This prom-

ising model established a joint union/employer committee to oversee program content and promote career advancement. The Massachusetts Department of Education has committed state resources to expand such services in the year ahead. This application proposes to build on this successful model by utilizing Empowerment Zone funds to support new workplace education partnerships.

*EZ Budget Total: \$1.25 million*

*Resources Leveraged: Projected \$175,000 JTPA, Mass. Dept. of Education*

*Two-year Implementation Plan: Issue RFP in January for workplace education models; select providers; services to begin May 2000.*

*Two-year Budget: \$150,000*

*Two-year Outcomes: 60 Zone residents enrolled in workplace education programs, 50 Zone residents complete program and show significant educational improvement; 40 show demonstrable wage gain or career advancement.*

*Strategy: Help Empowerment Zone residents upgrade skills and earn credentials to move into higher wage jobs with career opportunities.*

### Incumbent Worker Training

Given the growing numbers of working poor in the Empowerment Zone, and the fact that welfare reform is certain to further increase those numbers, it is essential that the City develop services to help incumbent workers upgrade their skills and find jobs which can lift their families out of poverty. Many Zone residents are stuck in dead-end jobs (often more than one), when a relatively small amount of training, education or technological skill development could lead to a much better job, with benefits and career ladders.

Such services, however, have been difficult to fund given JTPA eligibility requirements, not to mention the time constraints faced by parents working full-time or more. Massachusetts recently allocated \$18 million for incumbent worker training. Boston proposes to aggressively pursue these

funds as matching resources for Empowerment Zone activities targeting the working poor.

One particular skills training area in which career upgrading training could have enormous benefit is that of child care. Many individuals with little work experience outside the home do have strong child-rearing skills, and are good candidates for entry-level child care jobs. Such jobs do not pay well, however, and job retention is a major issue. By intervening with basic skills upgrading in articulated programs that connect high school completion to college credits, we can begin to move child care workers along a career ladder. As workers move up that ladder, more openings are created for new entry level workers. At the same time, we help meet the growing need for child care services among Empowerment Zone residents moving into employment.

Boston's training system has long experience in bringing very disadvantaged populations into health care positions that require certification. Boston's Welfare to Work initiative has established industry clusters in the hotel/hospitality field and the health care field, with major employer involvement. The Marriott Hotels Pathways to Independence program has successfully completed its first training cycle and another major program, leading to jobs at Partners' Health Care system, is set to begin shortly. We will develop equally strong partnerships with other employers that will produce articulated training programs that link community level case management and basic skills remediation with certificate programs and Associate Degrees.

*EZ Budget Total: \$7.5 million*

*Resources Leveraged: \$500,000 anticipated from new incumbent worker training program enacted by the State Legislature in 1998.*

*Two-year Implementation plan: Convene community and business advisory group in October 1999 to plan EZ skills training initiative and identify curriculum and employer needs. Issue RFP for incumbent worker training in March 2000; select training providers; training cycles begin Summer of 2000.*

*Two-year Budget: \$771,000*

*Two-year Outcomes: 150 incumbent workers enrolled in training programs, 90 complete training and earn some college credit; 81 show demonstrable wage gain or career advancement.*

### Distance Learning

For residents of the Empowerment Zone who are already employed but seeking better jobs, distance learning programs can provide an effective means of raising educational levels and developing marketable skills. We propose to develop, with the involvement of area colleges and other degree-granting institutions, innovative models which can accommodate the needs of busy working parents by allowing them to learn (and earn credentials) from their homes through the use of the City's cable television channel. Certain video services are already available through the Massachusetts Department of Education; we propose to develop at least one additional educational video series aimed at underemployed residents. Learning will be reinforced by a team of volunteer tutors and an ongoing series of support groups meeting at neighborhood libraries, with training and coordination provided by the City. No Empowerment Zone funds are requested for this initiative, as we will be seeking private and state resources.

*EZ Budget Total: 0*

*Resources Leveraged: in-kind services from City of Boston Cable Office, Massachusetts Dept. of Education, Boston Public Library*

*Two-year Implementation Plan: First six months of Year One, develop program design and materials; hire outreach coordinator early 2000; broadcasts to begin September 2000.*

*Two-year Budget: 0*

*Two-year Outcomes: 2000 Zone residents view video series; 120 participate in support groups at libraries and community centers; 100 complete program; 80 earn college credits.*

*Strategy: Provide professional job placement services through each of the three new Family Opportunity Centers in the Empowerment Zone.*

### Job Development and Placement Services

Since 1996, Boston has pioneered the use of One-Stop Career Centers to provide job development and placement services. Three such centers exist in the city; they have recently begun to expand by opening small satellite offices in neighborhood settings. We propose to build upon this innovative and successful model by adding job development and placement to the range of services available to Zone residents through each of the Family Opportunity Centers. One or more Career Centers, selected through an RFP process, will place job development and job placement staff at each Family Opportunity Center, with direct computer access to all job listings, with a special focus on jobs in the immediate neighborhood. Local employers of all types and sizes will be contacted and asked to list openings with the nearest Family Opportunity Center. The benefits to employers of hiring Zone residents, who bring with them a full array of case management and other support services, not to mention tax credits, will be aggressively marketed.

*"The skills gap is extremely serious in Boston. Heads of households without literacy and computer skills have no prospects for work in Boston's vibrant business, education, and health sectors."*

— Elsa Bengel, Vice President and Executive Director, YMCA of Greater Boston

*EZ Budget Total: \$3.1 million*

*Resources Leveraged: \$370,000 million annually (One-Stop Career Centers)*

*Two-year Implementation Plan: Issue targeted RFP in September 1999 for the provision of one-stop job development/job placement services at Family Opportunity Center sites; services begin January 2000.*

*Two-year Budget: \$465,000 (18 months of services)*

*Two-year Outcomes: 200 Empowerment Zone residents placed in jobs*

*Strategy: Establish a Continuing Education Initiative to support and encourage holders of High School Diplomas or GEDs to pursue post-secondary education.*

### Continuing Education Initiative

Continuing Education is a necessity for almost every Zone resident desiring to move up the career ladder. We will create a new Initiative to ensure that all Zone residents are aware of continuing education options and opportunities for assistance. The Initiative will link mainstream and alternative schools, adult education and skills training programs, employers and institutions of higher education. Through a coordinating council appointed by the Mayor, the Initiative will sponsor a series of workshops and continuing education fairs for EZ residents, particularly reaching out to residents who have obtained their diplomas or GEDs and have not enrolled in post-secondary education or training. We will also explore ways to help EZ residents succeed and thrive once they choose to pursue continuing education programs. No Empowerment Zone funding is requested, as the Mayor will be calling upon private funding sources to create this initiative.

*EZ Budget Total: 0*

*Resources Leveraged: In-kind support from educational institutions.*

*Two-year Implementation Plan: In September 1997 convene a coordination council to develop a comprehensive, collaborative approach to the promotion of continuing education for Zone residents. In April 2000, hold the first in a series of two-day workshops for GED/HS diploma holders to assist them in accessing higher education or other continuing education resources.*

*Two-year Budget: 0*

*Two-year Outcome: Enroll 500 Zone residents in some form of continuing education, provide information and assistance to 1,000 Zone residents.*

## D. Community Capacity Building

One of Boston's unique strengths is the power of its grassroots communities to organize and address issues that create barriers to self-sufficiency. It is the community that is the foundation to success: tenant organizations that unite neighbors to strengthen the individual's voice; the faith communities that tighten the common bond among us; the community-based organizations that give so much back to their own neighbors. It is the community that has defined priorities and strategies for removing barriers. It is the strength of the community, in the face of conditions of poverty, that will sustain the strategies and investments in people and neighborhoods. This section focuses on community residents and organizations and their roles in sustaining community empowerment.

### Goal: Increase The Vitality Of Empowerment Zone Civic Life

#### I. Assessing the Needs and Assets of Empowerment Zone Civic Life

The Empowerment Zone is fortunate in that it has a strong foundation of community organizations and individuals actively involved in making the community a better place. Community involvement grows along a continuum. It begins with the individual involved in grassroots meetings to make his or her voice heard. Tenant organizations add structure to participation for a group of people in common living circumstances. Faith communities also give structure and support to a group of people drawn together by common beliefs and interests. Community-based organizations that provide services within the neighborhood are the perhaps the most structured groups that come from within the community. At the end of the continuum there is again the individual or family who has been strengthened through the community.

The development of this EZII proposal has involved numerous public meetings with residents,

and hundreds of hours contributed by the EZ Task Force members — residents, business people and elected officials pooling their resources. This is but one example of people engaging as a community, and investing human capital. It is the community that also will implement the EZ Strategic Plan as the partner with government and sustain and monitor its outcomes. The governance and assessment structures described in sections H and I provide full descriptions of this community involvement.

An important issue related to community involvement is community representation in government. The people of the Empowerment Zone are represented by a strong coalition of state and federal representatives and senators and local City councilors. But residents' voices are best heard when they exercise their right to vote. Residents also are affected by their representation in the Census as it relates to access to federal funds channeled through the state for health care, education, transportation, housing, the elderly and programs tied to census data. Ironically, the community that needs these services the most is chronically under-represented at the voting booths and in Census data due to barriers such as language and culture, reading ability, health problems and mistrust of government institutions.



The potential for effective community organizing in the EZ can be seen in the work of the many tenant organizations. For example, the tenant organization at the Orchard Park housing development has involved residents to improve their qual-

ity of life by creating better access to services such as health care, child and elder care, and drug and violence counseling. Residents have been fully engaged in redefining and rebuilding their living environment through their partnership with the City on revitalization of their housing through the federal Hope VI program. The Grant Manor Tenants Association, representing 184 households, is successfully buying from HUD their Demo-Dispo property, utilizing tax credits, and becoming a co-operative. The Mandela Cooperative Association representing 200 housing units, Camfield Gardens with 108 units, and ROXSE Homes, a 240 unit Demo Dispo property have transformed their developments into a limited equity cooperatives.

The West Broadway Task Force, Inc. in South Boston is a collaboration among the Mary Ellen McCormack, Old Colony and West Broadway public housing tenant organizations. These organizations have been active in addressing the issues of drug abuse and youth violence and suicide that have so stressed and saddened the hearts of this community.

The accomplishments of the faith community also provide an example of effective organizing. The Empowerment Zone contains numerous communities of worship that stretch beyond the walls of any church, temple or mosque to reach out to youth in trouble, families in poverty and the elderly or homeless in need of support. The faith organizations have recognized the need to address barriers to self-sufficiency in a holistic way.

For example, the Black Ministerial Alliance has brought together several church communities to work in unison to empower their congregations to better the lives of their members and neighbors. The Alliance is actively engaged in education, welfare reform, health and youth initiatives, as well as business and job strategies to create economic opportunity. The Greater Boston Interfaith Organization and the Mattapan Dorchester Churches in Action have similarly brought the community together to work on these issues.

*"It is our hope, as clergy working with some of Boston's poorest citizens, that the designation will aid in the economic self-sufficiency of individuals and families who reside in what we hope will be the Empowerment Zone."*

— Rev. Wesley A. Roberts, Ph.D., President  
Black Ministerial Alliance of Greater Boston

Catholic Charities has established *Home for a While*, a 30- to 45-day residential home with five beds for male teens aged 13 to 18. This program provides for transition from detox treatment to home. The programs provides counseling and instructions on living skills as well as school placement, tutoring, family counseling and mentoring.

Julie's Learning Center emphasizes the need for basic computer skills and access to information as a foundation for job readiness. The Black Church Science Project recognizes the capacity of youth in the community to learn and succeed beyond basic skills. Twenty churches have joined to conduct after school programs for youth.

The Ten Point Coalition, initiated in the Mattapan and Roxbury neighborhoods, has brought together ministers to form a collaborative to fight youth violence and promote teen empowerment. The United House of Prayer is investing \$22 million to completely renovate the vacant Elma Lewis School of Fine Arts and Performance Center and the adjacent historic synagogue building in Roxbury to be used by churches for worship and community programs.



## II. Strategies and Programs

*Strategy: Support community-based organizing efforts to promote self-sufficiency and civic participation.*

### Community Based Organizing Assistance Program

Although the community infrastructure is strong and resilient, it is also in need of expanded resources. Many EZ residents are not connected in any way to civic life. We must support organizing efforts to ensure that strong community voices continue to articulate thoughts, visions and priorities on the issues that affect homes and livelihoods. We particularly want to ensure the broadest possible citizen participation in the EZ effort.

EZ funds will be allocated through a competitive RFP process to support community organizing efforts. Among the types of efforts eligible will be organizing targeted to residents of public and subsidized housing, non-religious outreach and programming by faith based coalitions, and a range of organizing efforts spearheaded by other community-based organizations.

*EZ Budget Total: \$450,000*

*Resources Leveraged: N/A*

*Two-year Implementation Plan: Issue RFPs in Summer of 1999 and 2000 and award grants two months after each RFP is issued.*

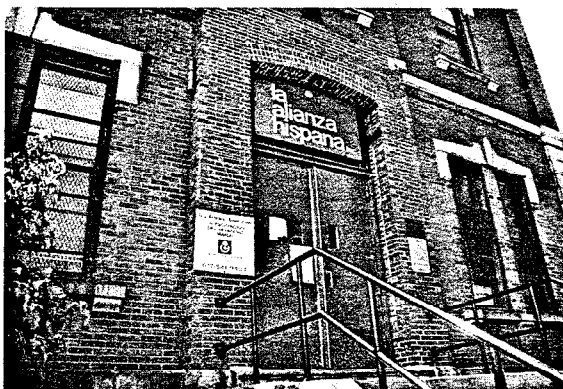
*Two-year Budget: \$90,000*

*Two-year Outcomes: Grant recipients will have achieved outcomes that are cooperatively defined with the Boston Connects Governance Board. The outcomes will be tailored to specific organizing efforts but may include: number of people reached; percentage of those reached involved in programs/services/activities in the community including the EZ; resident surveys gauging level of participation in civic life and ease of access to information and referral resources.*

*Strategy: Strengthen Boston's neighborhood-based service delivery infrastructure.*

We recognize that local community-based organizations are the core of our system of providing services that EZ residents need to achieve economic self-sufficiency. We know from experience that residents tend to rely most heavily on these small programs that offer familiar faces and friendly service, particularly in times of crisis. In order to support this community-based system to continue to provide high quality services and to improve its outcomes over the next decade, we must address the system's needs for capacity building, strategic planning, management assistance, and overall improvement.

One way to address these needs is to provide more financial support. However, the Task Force believes that simply providing more resources for more services without addressing the infrastructure needs of neighborhood-based programs and



the local service delivery system will not appreciably better service outcomes for recipients.

Boston's Common Ground Initiative, sponsored by the Boston Foundation and United Way of Massachusetts Bay, is an innovative peer exchange model that will provide guidance and inspiration for the EZ efforts in this area. Over the past two years, BF and the United Way have chosen 15 leaders from agencies ranging from firmly established organizations to start-ups. The leaders were paired in mentor-mentee relationships and have attended a series of training sessions and seminars in organizational development and other issues. Common

Ground is preparing to select its second class of leaders to begin participating in the initiative.

Another example of the long-term capacity building we are seeking is the current effort to train neighborhood-based programs in data analysis and the use of HUD's 2020 Community Planning Software. With access to this software, programs are building capacity for local problem analysis and resolution and learning to use maps and data as powerful tools to convey current conditions and future opportunities for residents. Expertise in using the 2020 Community Planning Software will help community-based organizations take advantage of the further technical assistance and support offered by the EZ initiative.

### **Training and Professional Development Institute**

*Boston Connects* proposes a Training and Professional Development Institute to build on and expand the work of Common Ground and other initiatives by providing technical assistance and training to neighborhood-based organizations. Technical assistance will help local agencies develop:

- a clear overall mission for the agency;
- a comprehensive assessment of the service needs of agency's target population;
- a clearly articulated statement of which needs the agency will address;
- a redefinition of the organizational structure necessary to provide the services proposed;
- clear and specific program direction and priorities;
- a detailed and realistic annual budget that accurately reflects agency activities for the year; a knowledgeable, committed and active Board of Directors;
- sufficient staff and volunteer capacity for all program, administrative and fundraising activities;
- the capacity to produce financial information and program reports;
- a technological infrastructure to support the organization's fiscal, managerial and programmatic mandates; and

- ongoing mechanisms to conduct thorough and realistic assessments of agency services.

We will draw on a wealth of area universities, private funders, businesses, and citywide service providers to support the Institute. One partner will be Management Consultant Services, a locally based organization that provides organizational assessments to member community-based organizations. Boston will work with MCS and other partners to develop and implement a plan for technical assistance. As with Common Ground, larger and more established CBOs will be encouraged to adopt and mentor others over a two-year period.

*EZ Budget Total: \$350,000*

*Resources Leveraged: \$300,000 through the United Way of Massachusetts Bay, Boston Foundation, The Hyams Foundation, Mayor's Office of Community Partnerships, colleges, universities, and business representatives.*

*Two-year Implementation Plan: Contract with local partners to assess 10 percent of all community-based agencies during the EZII's first 12 months. Agencies to be assessed will be identified through a self-selection process. Contracted partners will work with each assessed agency to: identify needed resources; develop an implementation schedule during the third six months, and implement training and other supports by end of year Two. An evaluation of activities to date will occur by end of year Two.*

*Two-year Budget: \$70,000*

*Two-year Outcomes: Ten percent of Zone-based agencies will complete a facilitated needs assessment for managerial, financial and programmatic capacity. Agencies assessed will begin working on their Organizational Development Plans with support from identified local resources and referrals. These agencies will achieve measurable improvements in their client outcomes.*

*Strategy: Increase the number of eligible EZ residents that are registered to vote and ensure that all EZ residents are counted in the Year 2000 Census.*

### Make Your Voice Count

Empowerment Zone funds will be used to fund a community coordinator to conduct a resident awareness campaign to ensure that residents of the Empowerment Zone understand the importance of voting and have access to the tools they need to vote, including language assistance and transportation. The awareness campaign also will ensure that residents are prepared to be accurately counted in the 2000 U.S. Census. The community coordinator will be assisted by part-time after-school and full-time summer students who work with residents and community-based organizations to educate them on the importance of voting and being counted. The students will be paid with stipends raised from the private sector.

*EZ Budget Total: \$55,000*

*Resources Leveraged: None*

*Two-year Implementation Plan: Issue RFP for coordinator in January 1999; select coordinator and begin work by March 1999 to be prepared for April 2000 count.*

*Two-year Budget: full budget spent in first year and a half.*

*Two-year Outcome: Voter registration in the EZ will increase by 30 percent; All EZ residents will be represented in the Census 2000.*

## E. Creating the Physical Environment for Change

The quality of the physical environment and infrastructure of the Empowerment Zone and the City as a whole is critical to empowering individuals to achieve self-sufficiency. Safe and convenient transport is a critical requirement for economic self-sufficiency.

Empowerment Zone residents also have identified environmental issues as being a key factor affecting the health and well-being of their community. Lead in soil where children play, contaminated sites that hinder economic opportunity and deteriorated buildings and trash-strewn abandoned lots create health and safety problems as well as disinvestment.

*"Environmental degradation in the most distressed of our neighborhoods has created environmental health concerns, with well over 19% of children between the ages of 0-9 years in Roxbury suffering from asthma. Additionally, of the 379 cases of lead poisoning identified in the city in 1997, an alarming 366 or almost 100% were from the neighborhoods of Roxbury and Dorchester. Brownfields abound in the forms of vacant and abandoned land and buildings, causing perceptions of crime, even in a time when crime in Boston is at an historic low, falling for the ninth straight year."*

— Geeta Pradhan, Director  
Sustainable Boston

*Boston Connects will build on the innovative work underway to improve our public transport system, achieve environmental justice for all of Boston's neighborhoods and ensure that all Bostonians have access to the natural and cultural resources in our midst.*

*"The linkages this initiative will facilitate among the physical environment, transportation and cultural facilities of the city and the community will help advance both the economic development goals of HUD and the environmental protection goals of EPA."*

— John P. DeVillars, Regional Administrator  
U.S. Environmental Protection Agency

### I. The Transportation System

While transportation improvements are underway that will increase Zone residents access to employment centers and services, many gaps remain. In particular, it is difficult for EZ residents to reach job centers in the metropolitan region, such as the Route 128 corridor, where many businesses related to Boston's high-technology sector are located.

### Goal: Connect Residents Of The Empowerment Zone To Jobs And Services With Safe And Convenient Public Transit.

#### Assessing Transportation Needs

Historically, the transportation systems serving the EZ did not evolve with the development of the regional roadway and transit systems which began in the 1950's. As a result, the commercial, industrial and port districts of the Zone lost their original attractiveness as places to do business and residential areas found themselves increasingly isolated from the job concentrations and commercial and service centers of the emerging region. In recent years this pattern of transportation neglect has begun to be reversed, and the City has developed roadway and transit strategies intended to move these neighborhoods from their condition as among the most isolated in the region to being among the most accessible.

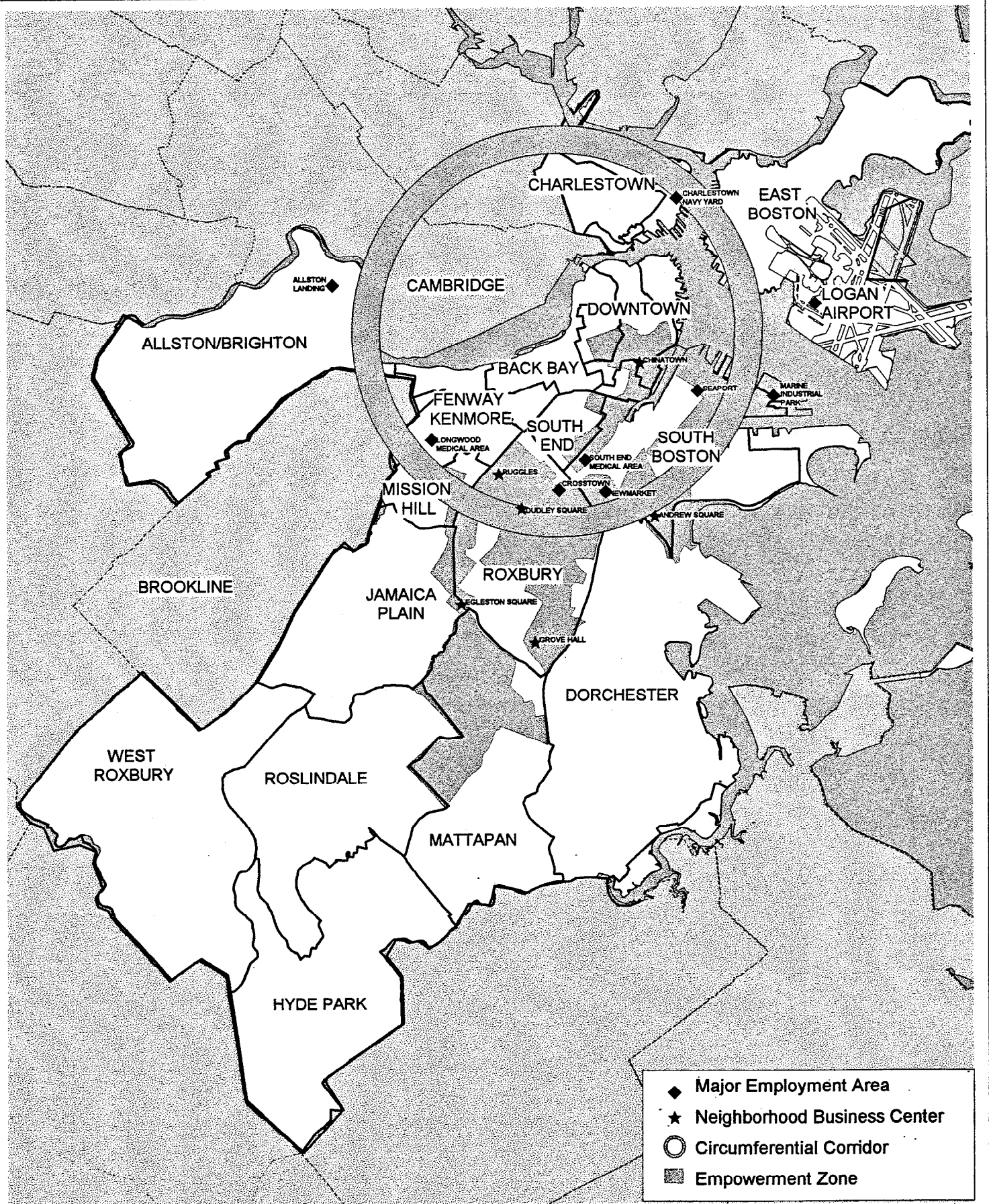
The decline of the EZ neighborhoods corresponds to the period of major state and federal investment in transportation which began in the 1950's. During the succeeding decades, the Commonwealth upgraded the regional roadway system with a series of expressways, two tunnels linking the Downtown to Logan Airport, the extension of the Massachusetts Turnpike from the west, and two circumferential interstate highways, Routes 128 and 495, which circle the Boston regional core.

The emerging system did not make corresponding improvements to the roadways serving cross-town travel through the Empowerment Zone neighborhoods. This pattern of highway investment by-passed the commercial, industrial and distribution areas within the Zone.

The street system linking these districts to the city center and the balance of the region continued to reflect the scale of the historic city. As the roadway system was not suitable for the needs of modern industry, businesses sought sites with greater access to the region. The port lost business to other northeast harbors; manufacturers closed or relocated. At the same time, an increasing percentage of the region's new enterprises were being created at the intersection of the region's radial highways and the new circumferential highways, far from the older neighborhoods.

Transit service to the Zone neighborhoods also declined during this period. Most of the trolley lines around which neighborhoods developed were replaced by buses. While the movement to stop new highway construction within Boston led to a period of major investment in the transit system, the focus of this investment was on extension of the





radial transit and commuter rail systems to more distant suburbs. During this period the Orange Line, which had historically linked Roxbury to the Downtown via Washington Street, was relocated to the edge of the neighborhood, leaving Dudley Square, one of Roxbury's traditional neighborhood commercial districts, without rapid transit service.

### Projects Underway to Address Transportation Deficiencies

The City and the Commonwealth have in place a number of major transportation projects which will increase the attractiveness of the Zone as a location for economic investment as well as improve the access of residents to the jobs and services of the region.

- *Seaport Access Road/Ted Williams Tunnel.* The Seaport area has long been one of the most isolated waterfront areas on the east coast. With the Central Artery/Tunnel Project's extension of the Massachusetts Turnpike (I-90) from its junction with I-93 through the Seaport District to Logan Airport, this area becomes one of the most accessible underdeveloped sites on the east coast. The link between the present terminus and the tunnel, known as the Seaport Access Road, creates new interchanges for both vehicles accessing the development area and trucks serving the South Boston industrial areas and the port.
- *South Boston Haul Road.* The Central Artery/Tunnel Project has created a limited access roadway, the South Boston Haul Road, which directly links the Zone's crosstown roadway, Melnea Cass Boulevard, to the Seaport and Logan Airport. With the completion of this link, the economic growth areas of Roxbury and Dorchester will be less than ten minutes away from the Seaport and no more than ten minutes away from the Logan Airport.
- *The Silver Line (Washington Street portion).* In addition to the roadway projects described above, the EZ will also be served by new transit service. When all its phases are complete, the Silver Line will not only replace the Orange Line link to downtown Boston but also provide single-seat connections to South Boston and Logan Airport to the north and to Dorchester and Mattapan to the south, firmly establishing Dudley Square as a transportation hub. For the first phase, the service will run on Washington Street, which will be reconstructed to accommodate a transit lane (in addition to a new streetscape). A 60-foot articulated, low-floor, alternative fuel vehicle will be used.
- *The Silver Line (South Boston Transitway portion).* This north segment of the Silver Line is now in construction. It will link the Seaport district and Logan Airport to downtown at the city's largest intermodal transportation center, South Station. The line, which will be in a tunnel from South Station to the Seaport, will provide new development in the Seaport District with attractive travel alternatives to automobile access. In a second phase this line will be connected to the Washington Street section.
- *Crosstown Service.* In response to the City's petition for improved crosstown service within the Empowerment Zone, the MBTA has installed two new express bus services. The CT1 operates from Andrew Square along Massachusetts Avenue into Cambridge. The CT3 operates between Andrew Square and the Longwood area, with service to the Boston Medical Center, Dudley Square and Renaissance Center. The MBTA has recently announced that it plans to extend the CT3 route via the South Boston Haul Road to Logan Airport. This extension will provide the Zone with direct connections to the emerging Seaport District and Logan Airport.
- *The Urban Ring Circumferential Transit:* In the planning stages, this project has been conceived as a transit corridor around the downtown core, linking existing radial transit lines, and passing through the Empowerment Zone as well as portions of Brookline, Cambridge, Somerville, Everett and Chelsea. It will link residential neighborhoods with growth centers as well as with currently underutilized vacant land sites.



### Strategies and Programs for Additional Transportation Services

While a great deal of infrastructure is already under development that will better connect the Zone to the region, the Strategic Plan recognizes that additional immediate and targeted interventions are necessary.

*Strategy: Develop transportation methods to make jobs in the greater Boston region accessible for EZ residents.*

### Alternative Transportation

Transportation to and from employment is a major barrier for many Zone residents. Portions of the Empowerment Zone are not well served by the existing public transportation system and do not connect to Boston's emerging employment centers. The federal Department of Labor recently awarded a \$4 million Welfare to Work competitive grant to the Metropolitan Area Planning Council in partnership with the Mayor's Office of Jobs and Community Services, the Mass. Bay Authority, and numerous area service providers. The grant will improve transportation access to jobs for welfare recipients transitioning into the workforce. Because services provided under this grant will only be available to residents who are Welfare-to-Work-eligible, Boston proposes to use EZ funds to extend these services to other Zone residents as needed.

We will pilot a range of strategies in this program, including transit-pass subsidies, shuttle services to major employers, and a "reverse-commuting" network giving city residents access to jobs in the high-technology ring outside of Boston. We are exploring the feasibility of developing a bus shuttle service from a transit hub in the City to a major suburban employment area. Similar shuttles currently serve commuters from transit points at the end of the subway lines in Cambridge and Newton. Shuttle services directly from a major transit hub like Forest Hills, Dudley Square or Ruggles could offer broader employment opportunities to thousands of people and create entrepreneurial opportunities for Zone residents.

We propose that EZ funds be used to supplement the efforts described above to allow every Zone resident placed in a job through the job placement and referral system of the Family Opportunity Center who needs one to receive a transit pass for three months.

*EZ Budget Total: \$315,000*

*Resources Leveraged: \$250,000; Metropolitan Area Planning Council, Massachusetts Bay Transit Authority.*

*Two-year Implementation Plan: Work with MBTA to purchase reduced priced transit system passes for Zone residents enrolled through the FOC's.*

*Two-year Budget: \$62,000*

*Two-year Outcomes: Not less than 600 residents will have transit passes.*

## II. Environmental Justice

Recognizing the importance of a clean and safe environment on the health and well-being of community residents and their neighborhoods, the EZ Task Force prioritized the need to address environmental justice issues in the Empowerment Zone proposal.

The EZ initiative will partner with the City of Boston to support grassroots efforts to inform, involve, and educate residents about public health and environmental issues that affect their communities. Issues of environmental justice often disproportionately affect low-income communities such as those in the Zone. These communities are often the targets for illegal dumping, industrial facility sites, and other sources of environmental contamination, and they often have little local expertise and awareness to contest pollution and siting issues.

There is a direct link between these environmental issues (including less dangerous but still problematic issues such as litter and graffiti) and the physical and psychological well-being of individuals and families, as well as the strength of the neighborhoods in which they reside. The EZ will build on and expand the array of programs working toward environmental justice in the Empowerment Zone.

## Goal: Ensure That Environmental Quality In The Empowerment Zone Supports Public Health And Economic Opportunity.

### Strategies To Bring Environmental Justice To The Empowerment Zone

The following programs are underway in the Empowerment Zone through Alternatives for Community and Environment (ACE), a community-based environmental justice law and education center based in Roxbury. In addition to addressing the health of children, families, and neighborhoods in the Zone, they make important links between environmental health and job creation and retention.

### The Roxbury Environmental Empowerment Project (REEP)

Through the Roxbury Environmental Empowerment Project (REEP), ACE works to develop the leadership talents of young people. Now in its fourth year, REEP works with more than 300 students per year in five Roxbury public schools, several summer programs, and its own internship program. Through a three-month environmental justice curriculum, workshops, and after-school and summer internships, REEP works with youth to define their own issues and take the steps needed to solve the problems that they identify. REEP aims not just to raise awareness of environmental justice issues among youth, but to help youth gain life-long skills to be successful community leaders and responsible citizens.

For example, since last September, REEP has been working with its own after-school interns and three schools in the Empowerment Zone to address the air quality concerns of students. Youth are especially affected by air pollution, as evidenced by the alarmingly high rates of asthma in the community. These youth learned about the causes of asthma and the connections to air they breathe both indoors and outdoors. They then researched the potential sources of pollution by conducting their

own traffic counts and mapping the businesses in their neighborhood. Finally, they learned about the various laws intended to protect their health.

The group then organized Anti-Idling Day in October, which was aimed at raising awareness among drivers of the law which limits engine idling to five minutes. They designed their own pollution "tickets" with the help of the Massachusetts Department of Environmental Protection and US Environmental Protection Agency. On Anti-Idling Day, more than 75 youth marched from Egleston Square to Dudley Square for clean air and then held their own press conference.

In December, members of these classes helped organize "Clean Air for the Holidays" which drew more than 200 residents to Dudley Library to learn about air pollution and the connections between public health and environmental issues. The high school students have formed their own group, SPARCLE (Students Protecting Air Rights Concerning Lung Education), which has joined the Clean Buses for Boston coalition. SPARCLE youth, as part of the Clean Buses coalition are now fully participating in negotiations with the Massachusetts Bay Transportation Authority on how the "T" is going to switch its bus fleet to cleaner non-diesel alternatives. The City participates in REEP particularly through public school classroom instruction on air pollution and its effects.

### City of Boston Enforcement

Throughout this application, it will be evident that the concept of access to services is one that is important to the city. One of the ways we try to provide access is by locating most services to an audience in one place, so that resources can be assembled quickly for the most effective service to a client.

The City administration through various departments has prioritized the need for environmental justice through its practices and enforcement. The following efforts are among those underway.

- The Boston Police Department is assisting the Transit Authority Police in enforcing the anti-idling law (MGL Chapter 90, Section 16A) which limits vehicular idling. This is particu-



larly critical for diesel buses and trucks in the community.

- The Boston Department of Public Works Fleet Maintenance Division is testing alternative fuel vehicles for City cars and trucks and applying for funding to transform the City's fleet to less polluting vehicles and fuels.
- The City has continued to oppose locating environmentally degrading uses such as the asphalt plant proposal at the edge of the Empowerment Zone. The city joined a coalition of residents from Roxbury, the South End, South Boston and Dorchester which has successfully prevented this plant from proceeding.
- The City's Inspectional Services Department rigorously enforces health and safety codes. Specific initiatives include the Children and Families Initiative which emphasizes sanitary code enforcement to eliminate environmental causes of asthma, and the Clean it or Lien It Program which imposes liens on owners of neglected vacant lots.

*Strategy: Train residents and neighborhood groups to identify environmental problems and establish environmental justice priorities.*

### **Environmental Strike Force Community Coordinator**

Ensuring that residents and merchants are aware of environmental violations and understand proper enforcement of environmental codes is critical to achieving environmental justice. EZ funds will support an Environmental Strike Force Community Coordinator to train neighborhood residents to identify environmental problems, prioritize on the basis of the threats posed to health and quality of life, and ensure that problems are reported and monitored through the enforcement process.

*EZ Budget Total: \$150,000*

*Resources Leveraged: In-kind activities of grassroots organizations.*



*Two-year Implementation Plan: Fund a coordinator to train neighborhood residents and develop a system to prioritize and monitor environmental enforcement.*

*Two-year Budget: \$100,000*

*Two-year Outcome: A core group of residents within each Family Opportunity Center area will be trained and will have reported on multiple environmental problems in their neighborhoods.*

*Strategy: Launch Zone-wide cleanup campaign in collaboration with Boston's Public Works Department and Department of Parks and Recreation.*

### **EZ Pride**

Years of disinvestment have created a loss in pride for the beauty and upkeep of the Zone neighborhoods. Despite a regular schedule of trash pickups, vacant lots and parks have become dumping sites for items too large or unwieldy for the garbage trucks. Many young people use building walls for their creative expression. Parks and schoolyards are strewn with the paper waste of a summer afternoon of fun.

Across the Zone, small "pockets of caring" can be found. Places where community residents and businesses have placed new trash receptacles and created small plantings of flowers. These few, but important areas of beauty and pride must be expanded. No one neighborhood can make this change alone, it takes the united efforts of residents, businesses and government together to make the difference.



Through a Zone-wide campaign effort, we can help instill a new sense of pride in how residents look at their community and themselves. We can help develop a new sense of commitment and connectedness among our youth and elders. We can create an environment that promotes the value of "Kuumba" (creativity) for we must leave this earth stronger and more beautiful than when we inherited it.

*Boston Connects* proposes the development of a "Keep the Zone Clean - EZ Pride" campaign. Partnering with Boston's Public Works Department (Graffiti Busters), the Parks and Recreation Department (Boston Youth Clean-up Corps), Boston Police Department, Public Health Commission (Environmental Department), School Yards Initiative, Boston Community Centers (youth programs), local businesses and the numerous block associations neighborhood clean-up and beautification activities will be developed across the Zone.

*Two-year Implementation Plan:* Identify a youth team through Boston's Parks and Recreation Department to begin coordination with local businesses, block watch groups and youth organizations. Work with City to adjust schedule of trash pickups and street cleanings.

*Two-year Budget:* \$100,000

*Two-year Outcomes:* Zone-wide campaign is visible with volunteer clean-up crew identified in each neighborhood.

## F. Linking the Community Through Technology

Boston's economy is increasingly a "brain economy," one that requires a high level of technological skill to be eligible for good jobs. But Boston, like the nation, faces the challenge of overcoming the division between those who have technological skills and those who do not. These skills are critical for success in school, running a business, obtaining a job, accessing information and making connections to important services. Residents of Boston's Empowerment Zone risk being closed out of good jobs in the 21st century economy without focused and coordinated action to bridge the growing technology gap.

In Boston today, computers and access to the Internet are vital tools that students and all citizens need in order to participate in the mainstream economy. Larry Irving, Assistant Secretary of Commerce for Communications and Information stated that, "*By the year 2000, 60 percent of jobs will require skills with technology.*" In addition, the Office of Management and Budget notes that "*75 percent of all transactions between individuals and the government — including such services as delivery of food stamps, Social Security, benefits, and Medicaid information — will take place electronically.*" Technology is no longer just a luxury that middle and upper class families use, but a basic necessity.

This section focuses on bridging the gap that exists between technology "haves" and "have nots" by providing greater access to technology for the individuals, businesses and community-based organizations in the Zone. The goals of this section are:

**GOALS: Ensure That EZ Residents Have Basic Computer Skills And Access To Technology As The Basis For Job Opportunity And Information Sharing.**

## Ensure That Information About Business, Health, Education And Training Programs Is Integrated And Easily Accessible Through Computer Technology.

*Boston Connects People to Economic Opportunity* addressed these goals in several areas of the Strategic Plan:

- In the *Economic Opportunity and Job Creation Section*, through the proposed Business Technology Education Program, which will provide training to small businesses in the Zone in the use of computers and the Internet as well as prepare them to handle electronic debit cards now used by Food Stamp and other state and federal programs.
- In the *Education and Job Readiness Section*, through basic computer and computing skills training in all of the basic adult education and job training programs funded through the EZ.
- In the *Technology Section*, which follows.

## I. Resources Leveraged

Over the next five years, \$500 million dollars in telecommunications and data systems infrastructure will be invested in the city of Boston by cable companies, Internet service providers and telecommunications companies. Most of this investment is motivated by market interests and targets Boston's mainstream business sector. A significant portion of this infrastructure will potentially be available to residents, businesses and community organizations located in Boston's Empowerment Zone.

Mayor Menino has made tremendous progress on providing the Boston Public Schools, libraries and community centers with access to technology since his kickoff of *Kids Compute 2001*. In addition, many local institutions such as the United Way of Massachusetts Bay have made computer access a priority for their grantee organizations. The technology initiatives proposed by the EZ Task Force

build on these promising efforts with focused and expanded strategies to ensure maximum access to technology and training in the Zone.

The following leveraged resources apply to all of the programs described and proposed:

- Cablevision is committed to a major expansion of Internet connections in Boston over the next three years, and RCN is also negotiating with the City of Boston for the provision of high-speed Internet access – both major capital investments. A complete electrical and technology build-out, estimated at \$60 million in investment in the Empowerment Zone, began in September and will bring networks into every classroom and more than half of the city's 41 Community Centers by 2001.
- Mayor Menino launched his “Kids Compute 2001” initiative in January 1996, declaring a goal of one computer for every four students and a computer for every teacher by the year 2001. At the time of the Mayor's announcement, the ratio of students to computers was 63:1. By June 1998, this figure was 10:1, achieved through the purchase of 7,500 new computers. By October 1998, every school in Boston will have a “foundation” network with at least 90 networked computer ports and high speed Internet access.
- The City has raised \$26 million in private and public sector funding to enhance technology in Boston's schools, libraries and community centers. The percentage of Boston Public School (BPS) students living in the EZ is 19.4 percent and it is therefore estimated that \$5 million of this amount directly benefits Boston Public School students who are EZ residents.
- Applying this same percentage to the Mayor's \$50 million capital investment results in \$9.7 million benefiting EZ students. Similarly, \$40 million is expected over the next three years from the Federal Communications Commission's Universal Service Fund; applying the 19.4 percent to this figure yields \$7.76 million directly benefiting EZ students.
- Since 1996, 111 business partners have

contributed more than \$15 million of goods and services to technology enhancement in the schools.

- Boston also expects to raise another \$10 million over the next three years in private and public sector grants for computers in the Boston Public Schools, resulting in an additional \$1.94 million for EZ students. As a result of all of these efforts, some \$24.44 million is being leveraged for EZ students.
- The City has provided a total of 115 computers in ten computer labs in low-income community organizations (nine of them in the Empowerment Zone) through the Timothy Smith Fund. The Fund is committed to create another five to ten centers by the end of 2000. Eight new computer labs with an average of 12 new computers per site have opened in City Community Centers within the past 18 months and another five are slated to open within the next six months. Funding for the computers and software was obtained through the Microsoft “Libraries on Line” fund.
- All Boston Public Library branches have at least two networked computers. A \$650,000 1996 TIAP grant from the Commerce Department created networked computer labs in six community organizations and six high schools, all of which are located in or adjacent to the Empowerment Zone.

*“As Boston prepares itself for the next century, we can and will do everything possible to ensure that its communications infrastructure remains world class. The Empowerment II grant will provide vital support for the City's broad-based efforts to ensure that everyone in the city has a chance at economic self-sufficiency.”*

— Robert Mudge, Vice President,  
Massachusetts Bell Atlantic

## II. Strategies and Programs to Improve Computer Skills and Access to Technology

Ensuring that all businesses, workers, organizations, families with public school students and residents have access to basic computer technology and skills is an essential part of supporting economic expansion and self-sufficiency in Boston's Empowerment Zone. The following strategy takes Boston's recent leveraged resources and investment in technology to scale for residents of the Zone.

*"East West Foundation is deeply committed to ensuring that the highest-quality, refurbished technology is easily and inexpensively available to all. Through our partnership with the City of Boston and the business community, we plan to make 10,000 computers available in the Empowerment Zone, for a total commitment of \$5 million."*

— Stephen Farrell, President, East West Education Development Foundation, Inc.

*Strategy: Train EZ residents in the use of technology to ensure that they have basic computer skills.*

### EZ Technology Assistance Corps

Boston will create an innovative "EZ Technology Training Corps" that utilizes students, teachers and community organizations to provide training and technical support to EZ residents. Without technology training, most EZ residents will be left without the skills necessary to support their children's learning, obtain important information and compete for jobs. Without technology training, organizations cannot compete for federal and state contracts now advertised on-line. Without

technology training, small businesses are at a disadvantage as ATM and debit cards transform even neighborhood Food Stamp transactions. Although Boston Public Schools are rapidly becoming technology centers, and libraries and many Community Centers provide access to technology, most EZ residents, organizations and businesses do not have any access to the most essential ingredient of being computer literate: technology training.

The EZ Technology Assistance Corps will provide training, free of charge, to EZ residents, community organizations and businesses. Anyone who successfully completes a beginning training workshop of 15 hours will be eligible to purchase a computer through the *EZ Computers in the Community Program* (see following section). Participation in a training course will be mandatory before a computer can be purchased at a subsidized price. Community organizations, churches and schools will host the trainings for EZ residents. Not only will these community institutions receive stipends for holding the training, but their members will gain access to valuable training and subsidized computers for their homes, organizations or businesses.

Trainers will be Boston Public School teachers, librarians, students and community organization personnel who are certified in one or more aspects of computer hardware, software and networks. We will use students whenever possible to create part-time job opportunities. Participation would be open to EZ residents, community organizations and businesses. We will establish a centralized train-the-trainer Institute at HiQ Computers, which shares the same building as the Boston Empowerment Center. HiQ recently established a free training lab in the BEC and is staffing it with three full-time trainers. New trainers will be certified as members of the EZ Technology Training Corps and will be eligible to offer training through the community institutions marketing the *EZ Computers in the Community Program*. Community institutions would hire certified trainers from the EZ Training Institute.

In addition to formal training sessions, the community-based organization hosting the trainings will host open-door, drop-in practice sessions where

users can help each other solve problems and learn new ways to use specific applications in their homes, businesses or organizations. EZ funds will support the "train the trainer" sessions and compensate the trainers for leading training sessions in the CBOs.

Our partners in this effort will include several partners in the City who provide hardware and technical assistance including the Boston Public Schools, Boston Community Centers, community organizations, HiQ, 3Com, Cisco and other business partners.

*EZ Budget Total: \$2,621,625*

*Two year Implementation Plan: Hire a training director; recruit and train trainers and begin technology training seminars. In the second year we will increase the number and scope of the trainings offered.*

*Two-year Budget: \$520,000*

*Two year Outcomes: An additional 75 businesses, 75 community organizations and 1,000 families will have gained basic computer/technological skills; 25 percent of those will have learned to use more advanced applications.*

*Strategy: Provide technical support to Empowerment Zone families, businesses and community-based organizations.*

### **EZ Technology Support Corps**

The hardware and training resources that have poured into schools, community centers, libraries and community organizations over the past three years will require constant maintenance. This same technical support problem faces residents, businesses and organizations in the Zone. We all need to have someone to call when our computer crashes. Market prices for these services are extremely high and will drive EZ users in the early stages to seek other solutions or abandon the technology.

Several innovative programs are already underway to provide affordable and high quality user

support. These programs provide the basis for the Technology Corps of the future:

- The Student Technology Enterprise Program (STEP) will begin this year in five high schools to train students to diagnose and fix computer hardware and software problems. The program is linked to a school-to-career track that will enable students to receive on-the-job training from local employers. The STEP program provides entrepreneurial opportunities for students after school and during summer vacation. The start-up phase of STEP is being funded from a special \$360,000 Massachusetts Department of Education grant.
- Four high schools will begin offering network training to students during the 1998-99 academic year. The training will be integrated into a school-to-career curriculum and will teach students how to provide technical support for school networks. 3Com and Cisco will provide curriculum materials, training for teachers, and hardware and software.
- Project FIRST is an AmeriCorps program that operates out of the Boston Plan for Excellence, a community organization dedicated to school reform. Eight Corps members provide intensive desktop support during the academic year to eight schools.

The EZ Technology Support Corps, drawn from skilled trainees like those described above, will provide support to EZ residents, community organizations and businesses that purchase computers at market prices or through the *EZ Computers in the Community Program*. Beneficiaries will share 50 percent of the cost of the service which will be offered on a per hour basis. The Technology Support Corps would be established as a community organization and business in the EZ with a help desk to field calls from program participants. Help desk personnel would be trained to diagnose and solve problems over the phone. If a problem could not be solved over the telephone, a field technician would respond to diagnose and fix the problem.

BPS teachers, business partner trainers and community college professors would train the members of the Support Corps. Corps membership would be diverse and may range from middle and high school students to welfare recipients to retired EZ residents. In addition to providing *EZ Computers in the Community* participants with assistance in maintaining their equipment and solving technical problems, Corps members will develop work experience and technical credentials.

We anticipate that the EZ Support Corps will create approximately 700 part-time jobs and will lead to several entrepreneurial start-ups over the next ten years. Those needing assistance in starting businesses will be eligible for the Entrepreneur Training and Business Assistance Program discussed in Chapter 5A.

Ultimately, these functions can spawn EZ-based businesses serving regions well beyond the EZ.

*EZ Budget Total: \$500,000 (matched by \$500,000 from 1:1 fees for service)*

*Two year Implementation Plan: Hire a coordinator for the technical support corps to recruit technicians from among trained BPS teachers, students and others to create an EZ Technical Support Corps and set up a central 1-800 number for the community to access service and support.*

*Two-year Budget: \$100,000.*

*Two-year Outcomes: 50 businesses, 50 community organizations, 17 EZ based schools and 150 families of BPS students will have access to low-cost technology support.*

*Strategy: Increase access to computers throughout the EZ community – in schools, small businesses, homes, and community-based organizations.*

According to *Computers and Classrooms: The Status of Technology in U.S. Schools*, a study by the Educational Testing Service (ETS), minority and poor students had significantly less access to computers in their classes than more affluent children. Schools with minority enrollment greater than 90

percent had a student-to-computer ratio of 17 to 1, compared to the national average of 10 to 1. Boston is making great strides in making computers available in schools and institutions, and access to computers has increased dramatically within the schools, libraries, community centers and organizations throughout the city and the Empowerment Zone. The Mayor's 2:00- to-6:00 *Campaign* will open school buildings for after-school and community programs and is intended in part to increase access by students and the general community to the rich array of technology resources available in each school. The Mayor also announced a program to put computer kiosks throughout the city to bring information and city services into the neighborhoods. The first installations will occur this fall.

However, as everyone who uses a computer knows, occasional access to a computer in a school or library or other institutional setting is no substitute for personal access in a business, organization or home. In fact, it is in the area of personal access that the issue of advantage and disadvantage plays out so starkly. By all measures, Boston's schools are providing more access to students than any other major urban city in America, but Boston — and in particular residents, organizations and businesses in the EZ — still faces the challenge of technology access, especially in the home.

### **EZ Computers in the Community Program**

The goal of the *EZ Computers in the Community Program* is to ensure that over the long run all students, EZ families, businesses and organizations, homes and offices have direct access to computers as they increase their basic skills and ability to effectively use the Internet. The program will continue to work with private donors and link training and support to the computer purchase through local EZ community organizations.

This program targets direct access to computers. For example, the East-West Foundation, a unique EZ-based nonprofit organization that refurbishes computers donated by large corporations for use in community centers, is piloting a program to bring training and computers into low-income com-

munities. Community organizations agree to hold weeklong computer hardware and software training for K-12 students and/or adults and to provide technical phone and walk-in support for graduates. The attendee is given a computer after successfully completing the training. Some organizations subsidize the \$250 cost and others charge the full amount. Dorchester Neighborhood Service Center, a community organization serving low-income families in Dorchester, marketed this program through newsletters and a local radio station, set up a payment plan for those who could not afford to pay the \$250 all at once, and developed a waiting list of more than 100 families who want to participate. Another example of an innovative program is the Tent City Computer Center program which trains residents to fix three computers — and to take home the fourth. There are also resources such as the Black Church Capacity Building Project which assists both churches and their congregation members to become full participants of the Information Age. To assist and coordinate these wide-ranging and creative efforts, the EZ will create a consortium of community-based technology and training programs, public agencies and resources such as the United Way and local corporations. The consortium will be a Virtual Technology Center for the Zone.

*EZ Budget Total: \$500,000*

*Two-year Implementation Plan: continue to add computer hardware to publicly accessible locations and homes.*

*Two-year Budget: \$100,000 matched by \$200,000 for a total of \$300,000*

*Two-year Outcome: 200 community organizations and 1,500 families where a Boston Public School student resides have purchased computers and have at least basic computer skills.*

*Strategy: Develop and maintain cutting-edge comprehensive community information systems for community residents, organizations, businesses and service providers.*

Boston plans to use the latest in database systems as the collection and clearinghouse mechanism for information about available resources, educational opportunities, training programs, job opportunities, community service programs, and other information. For the Boston Empowerment Zone, there are two separate, yet related needs for these systems to support. One is the need for data systems to support the operation of the EZ programs. The other is the need to provide high quality content through an easy user interface to the residents, businesses and organizations in the Zone. The EZ Access System will combine these two functions by developing a system that delivers shared content to users with interfaces specific to their needs.

#### **Empowerment Zone Information Access and Communications System**

In order to establish a local care continuum, Boston needs a strong resource and referral system. We will create the Empowerment Zone Information Access and Communications System (EZAS). EZAS will be a central data-bank, services access and client tracking MIS system that will form the backbone of the comprehensive, long-term referral and case management program for the Family Opportunity Centers.

The first iteration of this model is currently used by the Mayor's Office for Jobs and Community Services (JCS). The JCS web-based system tracks client intake, activities and job placements, enabling the seamless transfer of client information to various service providers wherever they may be located. It allows various users to view the database, and selected users to make additions or corrections. As we adapt this model for EZAS, we will develop the technology to track participants by issuing electronic EZ Access Cards, with scanned bar codes that eliminate duplication of client records.

The EZAS will facilitate cross-agency referrals and assessments. The system will help monitor user patterns including scope and nature of service use by clients, and geographic distribution of services. It will identify service gaps and barriers that require further attention. This system will



be the foundation of support for all services provided within the Zone. This effort will be integrated into the City's broad technology initiative and efforts to help residents, businesses and CBO's use technology to achieve their self-sufficiency goals.

*EZ Budget Total: \$3 million*

*Two-year Implementation Plan: An MOA will be executed between the Empowerment Zone Board and the Mayor's Office of Jobs and Community Services (a subdivision of EDIC) to enable the EZ to use the City of Boston's new, Internet based, secure, reporting and case management system.*

*Two-year Budget: \$550,000*

*Two-year Outcomes: A "connected" neighborhood-based service delivery system with data systems capacity to integrate data, and track system and client information and outcomes.*

#### **EZ Info: Web Site and Comprehensive Information System**

Boston's EEC has already begun to create valuable on-line content for residents, businesses and organizations through EZ Info, a comprehensive community information system. Building on the idea that "knowledge is power," EZ Info makes available service and resource information, as well as a calendar of events and meetings. Drawing on existing information that is all too often available only within a particular organization or agency, it provides a way for organizations and agencies to contribute to a shared collaborative tool – updating their own information on a scheduled basis. EZ Info will list resources by topics and subheadings selected by residents: from business development to small businesses; from child care to parenting classes; from job training to available jobs (linking to the system described above); from after-school programs to community service opportunities.

EZ Info is housed on the City of Boston's server and includes a graphic interface that enables users to see where resources, activities and services are located on a map. The user clicks on the service that is closest to his/her home and then sees

detailed information about the organization offering the service. In addition, through a Department of Commerce TIIAP grant, Boston has created an innovative partnership among high schools, community organizations and businesses that has developed a electronic bulletin board project called Metro-Link. This easy-to-use interface allows users to participate in discussions through different forums and chat groups and will be incorporated in the EZ Info project.

We will hire consulting staff to maintain the EZ Info database and provide stipends to organizations that maintain their data on a regular basis. We will also provide training for residents, businesses and community organizations so that the full potential of EZ Info can be realized. We will acquire special software that will enable illiterate and non-English speaking residents to communicate and access information through EZ Info.

*EZ Budget Total: \$2.2 million*

*Two-year Implementation Plan: Build a partnership between the City Boston's MIS Department, the EEC Community Advisory Board's Technology Subcommittee, the Health and Human Services Cabinet, the Mayor's Office of Jobs and Community Services and a number of community-based organizations, businesses and institutions to maintain and expand EZ Info.*

*Two-year Budget: \$550,000*

*Two-year Outcomes: An up-to-date comprehensive database and website with interactive capability and mapped listings to enable all residents, organizations and businesses to locate resources.*

## G. Tax Incentives

Tax incentives can play an important role in helping grow small businesses, create employment opportunities for the economically disadvantaged, encourage new construction and bring new businesses to the Empowerment Zone. To realize the full potential of these incentives, Boston is creating new partnerships with accounting and advertising firms, devising new strategies for marketing the incentives, and coupling them with state and local initiatives to make them a highly attractive package.

Virtually anyone who lives, works, owns a business or considers rehabilitating a property in the EZ can qualify for some kind of tax incentive. The key to optimizing the various state and federal tax credits, deductions and write-offs is an aggressive and sophisticated education and marketing plan. Businesses inside and outside the EZ and the city must be made aware of the tax benefits and other programs which will be available for business activity and development in the EZ. Residents need to be aware of their personal marketability by virtue of being an EZ resident. In many instances, the tax breaks to an employer alone could be a factor in a resident's successful pursuit of a job.

The Task Force has identified sufficient sites needing remediation within the EZ that expenditure on sites outside the Zone is of secondary priority. Please refer to Chapter 5A for a description of these Zone sites.

### GOAL: Maximize Investment And Job Creation In The Zone By Leveraging Tax Incentives.

#### I. Strategies and Programs

*Strategy: Create an aggressive and innovative approach that promotes awareness, understanding and use of tax credits available in the EZ.*

Boston has devised several innovative approaches to getting the most out of the EZ tax incentives. From the numerous public meetings which were held throughout the EZ, Boston is creating new approaches to using the tax incentives to empower individuals. For instance, in our marketing strategy for the Empowerment Zone, we will target public information about the Work Opportunity Tax Credit and the Welfare to Work Credit to individuals as well as to businesses. Residents should not expect businesses both inside and outside the EZ to be aware of the employment incentives. For this purpose, Boston will target these two credits, through our marketing program, as a commodity for EZ residents to use in their job searches.

To make the Tax-Exempt Bond Financing incentive more financially feasible, Boston will encourage bond issuers to pool their collective transactions in an attempt to create a market for their bonds. As is the case in many other cities, many of the prospective deals that could take advantage of this construction financing option are simply too small to make the deal work. By pooling several deals into one, small businesses which are looking to expand their physical structures can use this option to their financial benefit.

The Boston strategy to promote these tax incentives is comprised of the following programs:

#### Urban Trade Mission Program

See Chapter 5A for a description of this program, which will market opportunities in the Empowerment Zone to key business leaders from around the region and the nation.

#### On-Site Tax Specialist at the Boston Empowerment Center

The Boston Empowerment Center, the one-stop shop for businesses in the Empowerment Zone, will serve as the information center for tax incentives tailored to the EZ. The City plans to hire a tax specialist to work 20 hours per week on a fixed schedule. The primary responsibility of the tax specialist will be to help businesses, government leaders, community organizations and individuals understand the federal, state and city tax incen-

tives available to businesses and individuals in the Zone. It is unrealistic to expect the advantages of tax incentives to be maximized by people who are not experts in accounting. The accountant will be expected to meet with state and federal tax officials to discuss ways to make corporate tax incentives more understandable and accessible. The City will partner with a local accounting firm to fund the tax specialist. Such a partnership will allow businesses, individuals and community-based organizations to better plan their employment and economic development initiatives.

Small businesses in the EZ will naturally benefit from such a partnership. Many small to medium sized businesses in the EZ, owned and operated by citizens from the EZ, could benefit from the incentives geared towards cleaning up contaminated properties, constructing new or expanding facilities, or hiring individuals from the EZ. However, many of these enterprises do not have the economic means to afford professional tax counseling, and thus, are not aware of the wealth of possibilities before them.

*EZ Budget Total: \$400,000*

*Resources Leveraged: Assistance from a local accounting firm, i.e. a funding expert valued at \$25,000/year.*

*Two-year Implementation Plan: Contract for services of a tax professional for tax counseling and in year Two, begin offering tax classes and workshops.*

*Two-year Budget: \$160,000*

*Two-year outcome: 50 businesses receive tax assistance and 50 individuals participate in tax classes and workshops.*

### **Tax Incentive Marketing Program**

The method used to educate the public about the tax incentives will have a direct bearing on their successful use. To fully exploit the tax incentives, Boston will market the Empowerment Zone and the financial incentives associated with hiring Zone residents, expanding an existing Zone business, or locating a new business in the Zone. Partnering

with local public relations and advertising firms, we propose to develop a marketing program that would encompass the following:

- *Marketing to businesses.* It is imperative to make businesses both inside and outside the Zone aware of the available tax breaks. These activities would complement the Urban Trade Mission, but would be of a smaller scale. General information on the EZ and its tax and programmatic benefits will be marketed strategically, focused on specific sites and specific audiences to whom the sites may appeal.
- *Marketing to business advisors.* Another key audience is those companies, trade groups or individuals that advise businesses on locational issues, for example, commercial real estate agents, corporate tax attorneys, and industrial trade groups.
- *Marketing to individuals:* The Work Opportunity Tax Credit and the Welfare-to-Work Credit promote hiring of individuals from high unemployment groups. Yet the potential hires who stand to benefit most from this credit may not be aware of its value. We plan to make EZ residents aware of their value as employees because their employer will receive a tax break if they are hired.

Following are examples of ways Boston will market EZ tax incentives:

- Develop brochures and other educational material on the tax incentives for distribution directly to EZ businesses and individuals, for example wallet-sized cards that EZ residents carry with them to job interviews for potential employers.
- Create posters which describe the incentives and place them in schools, employment centers, and other public places.
- Assist in the development and production of community information seminars, held throughout the EZ, and designed to educate both businesses and individuals on the tax incentives.

- Create a series of public service announcements (PSAs), highlighting the tax benefits of hiring an EZ resident; expanding an EZ business; and locating a business in the EZ. Subsequent partnerships with local cable outlets could secure time to run the announcements.
- Design and market a tax incentive handbook which can be used in business counseling and training classes at the Boston Empowerment Center and distributed to wider audiences by the Boston Empowerment Center and through the state's Office of Business Development.
- Develop an outreach plan to Boston-area businesses and corporations to educate them on the tax benefits of hiring employees from the EZ or constructing facilities in the Zone.
- Utilize the Urban Trade Mission, described in Chapter 5a to promote the tax credits to potential investors and businesses.



*EZ Budget Total: \$150,000*

*Resources Leveraged: City of Boston Office of Business Development, pro bono work of local advertising and public relations firms*

*Two-year Implementation Plan: Publish material on EZ tax credits and develop tax incentive handbook.*

*Two-year budget: \$60,000*

*Two-year outcome: 100 businesses and individuals will utilize one of the various EZ, State or City tax incentives.*

*Strategy: Combine Federal EZ tax incentives with State and City tax incentives, programs and funding for maximum impact.*

Boston intends to market each of the incentives to specific groups of individuals and businesses, thereby ensuring the most effective use of the tax incentives. For example, Boston will gear the following tax incentives to the following audiences:

### Federal EZ Tax Incentives

#### *Brownfields Cleanup Tax Incentive*

- Businesses inside and outside the EZ looking to relocate or expand their enterprises
- Developers and real estate brokers in greater Boston

#### *Work Opportunity Tax Credit, Welfare-to-Work Tax Credit*

- Individuals from high-unemployment groups, receiving long-term family assistance
- Businesses in need of low-skilled labor
- Individuals involved in job-training or apprentice programs and those completing their education

#### *Tax Exempt Bond Financing*

- Businesses located in the EZ which need to construct new buildings or purchase new equipment
- Businesses located outside the EZ as an enticement to locate a new facility in the EZ

*Qualified Zone Academy Bonds*

- Job training initiatives and apprenticeship programs conducted in partnership with businesses
- Banks, insurance, financial service and venture capital businesses to become involved in public education initiatives while receiving a credit for holding these bonds
- These bonds might also be used to build additional youth centers in the Empowerment Zone, a need expressed by many communities in the Zone.

*Increased Section 179 Deduction*

- Businesses and individuals for whom deducting the cost of a property is preferable to taking depreciation deductions over the course of several years
- Start-up businesses where there is a need for ready capital or owners of commercial or industrial properties where rehabilitation outlays require them to take the immediate deduction

**State Tax Incentives that Complement EZ Incentives**

In addition to the federal tax incentives available to the Empowerment Zone, there are several valuable state tax incentives that can enhance the appeal of locating a business in the Zone. The City intends to use the Boston Empowerment Center to fully market the existence of several valuable state tax incentives. These incentives include:

*Investment Tax Credit:* Five percent Tax Credit for companies which invest in new plants or equipment.

*Research & Development Tax Credit:* 10 percent - 15 percent credit on qualified research expenses and payments.

*Brownfields Cleanup Tax Credits:* Income tax credit worth 25-50 percent of environmental cleanup costs.

*Abandoned Building Tax Incentive:* Allows a deduction worth 10 percent of renovation costs.

Building must be at least 75 percent vacant for a minimum of two years.

*Job Retraining Tax Credit:* Available to businesses which offer retraining and career development programs for employees.

*Lead Paint Removal Tax Credit:* Allows homeowners and commercial property owners a credit for removing lead paint from homes and businesses.

*Strategy: Use the Brownfields tax incentive to attract investment to the Zone.*

A comprehensive Brownfields strategy was discussed in Chapter 5A, including how an array of federal and state tax incentives would be used in support of the City's Brownfields initiative.

**H. Governance**

The EZ II Community Task Force has designed a governance structure that will allow for:

- broad, inclusive and continuing participation from all sectors of the community;
- clear protocols that incorporate flexibility and innovation in decision-making; and
- a consensus governance structure that has mechanisms for both programmatic and fiscal accountability and responsibility.

The EZII governance structure will allow for a true community-driven decision-making process that allows for the utmost accountability and innovation. The aim is to move from a top down management structure to a shared accountability and citizen empowerment model by creating a new not-for-profit entity to manage the decision-making process of the EZII. Boston will be building alliances across neighborhoods in order to build a self-sustaining and self-directed infrastructure of community organizations and institutions. Key aspects of the governance structure and the process used to reach this structure are outlined below.

## I. Governance Structure

The structure of governance for the EZII was a critical issue for the entire EZII Community Task Force. A substantial amount of time was devoted to reviewing Boston's current model of governance for the EEC and those of other cities, discussing the pros and cons of these, and hearing from community representatives on the Task Force.

After reviewing Boston's current governance structure, the EZII Community Task Force decided that they would adopt a modified structure for the EZII grant. Community members of the Task Force, in particular, felt that a new, redesigned structure was necessary in order to allow for greater community control of the process and for better flow of information to and from the community at large.

Following extensive working group discussion, a model was adopted that includes a Governing Board comprised of community, private sector and government members some of whom are appointed and some elected. The model also incorporates the use of a 501(c)(3) structure, to be known as Connections, Inc., for the Governing Board. The Governing Board's mission will be to oversee the policy and budget decisions for the Round II EZ. In this capacity it will implement the Strategic Plan and the Performance Measurement System for Boston's EZ. The graphic that follows depicts the Governance Structure.

### *Legal Authority*

The Governance Board will be constituted as a 501(c)(3) not-for-profit corporation in early 1999 as outlined in the description of the EZII Governance timeline that follows. This structure will enable the corporation to have the legal status and authority to receive and administer federal funds; to accept funding from private sector sources; and to have an independent body managing the strategic planning and performance measurement for the initiative.

As we prepare the 501(c)(3) to assume the responsibilities of being the fiscal agent, the City will designate the Mayor's Office of Jobs and Community

Services (JCS) as the interim fiscal agent for the Empowerment Zone grant. JCS will receive a flat fee for these services.

JCS, a division of the City's Economic Development and Industrial Corporation (EDIC), has acted as the fiscal agent on behalf of the Enhanced Enterprise Community's Title XX funds. JCS has established excellent fiscal management systems and has a proven track record in managing multiple projects, responsibilities, grant programs and funding sources. Refer to the Appendix for background on JCS fiscal management systems.

### *Governing Board*

The Governing Board will be comprised of 32 members: 22 from the community, 5 from the private sector, and 5 from the government sector. In order to maintain continuity, all appointments will be for staggered terms. One-third of the body will serve for one year, one third of the body will serve for two years, and the last third will serve for three years.

Sixteen of the 32 members will be elected by the community through neighborhood caucuses to ensure that the composition of the Board is reflective of the Empowerment Zone. The Mayor will appoint sixteen members: six from the community, five from state and local government, and five from the private sector. For the private sector appointments, the Mayor will solicit recommendations from the Greater Boston Chamber of Commerce, the Private Industry Council and other private sector partners to ensure representation from the growth industries in the area, including financial services, health care and hospitals, telecommunications, hospitality, technology, and higher education.

Federal, state and local elected officials and representatives from federal and state agencies will serve as *Ex-Officio* members of the board. Additionally, representatives from regional organizations including the Metropolitan Area Planning Council and the Local Official Human Service Council (made up of regional human service councils) will also serve as *Ex-Officio* members.

The Board will elect a chair, a vice-chair and a sec-



retary/treasurer. Six committees will be established on the following issues:

- Economic Opportunity and Job Creation
- Health and Well-Being
- Education and Job Readiness
- Community Participation and Outreach
- Physical Environment
- Technology

The Chairman of the Board will appoint chairs of each of the six committees.

### *Operations*

As described above, six committees of the Governing Board will be established and will develop implementation strategies for the Strategic Plan and will review and monitor progress throughout the duration of the program.

Governing Board meetings will be held monthly and will be advertised on the EZ web page, in the EZ newsletter and in local newspapers and will be open to the public.

### *Staff*

The Governing Board will conduct a search for an Executive Director, making a recommendation to the Mayor for final approval. The Executive Director will report to the Governing Board. The Corporation will have dedicated staff who will report to the Corporation's Executive Director. Staff will include: a Family Opportunity Center Coordinator who will serve as the liaison to the three Family Opportunity Centers; an Operations Direc-

tor, an Assistant Director of Human Services, an Assistant Director of Economic Development, a Community Coordinator; and administrative support. By year two, an Administration and Finance Manager will also be hired.

The inclusion of a Community Coordinator for the EZ staff was a direct result of feedback received at the community forums. Residents said individuals and businesses were unaware of what the EEC designation had meant for their neighborhood and what the EEC had accomplished. The Round I designation did not provide the resources to hire staff, therefore the EEC struggled with the task of getting information out to the larger community. Participation by all residents of the EZ is critical in accomplishing the goal of economic self-sufficiency for individuals, families and children. Therefore, the position, Community Coordinator, was identified by the EZII Community Task Force as essential to ensuring constant communication and interaction with the community.

Included in the Community Coordinator's responsibilities will be assembling the neighborhood caucuses for the election of community residents to serve on the Governing Board and proactive outreach to all of the constituencies living in the neighborhoods of the Zone.

All staff will be paid through the designated fiscal agent until such time as the Corporation is able to assume its own payroll responsibilities.

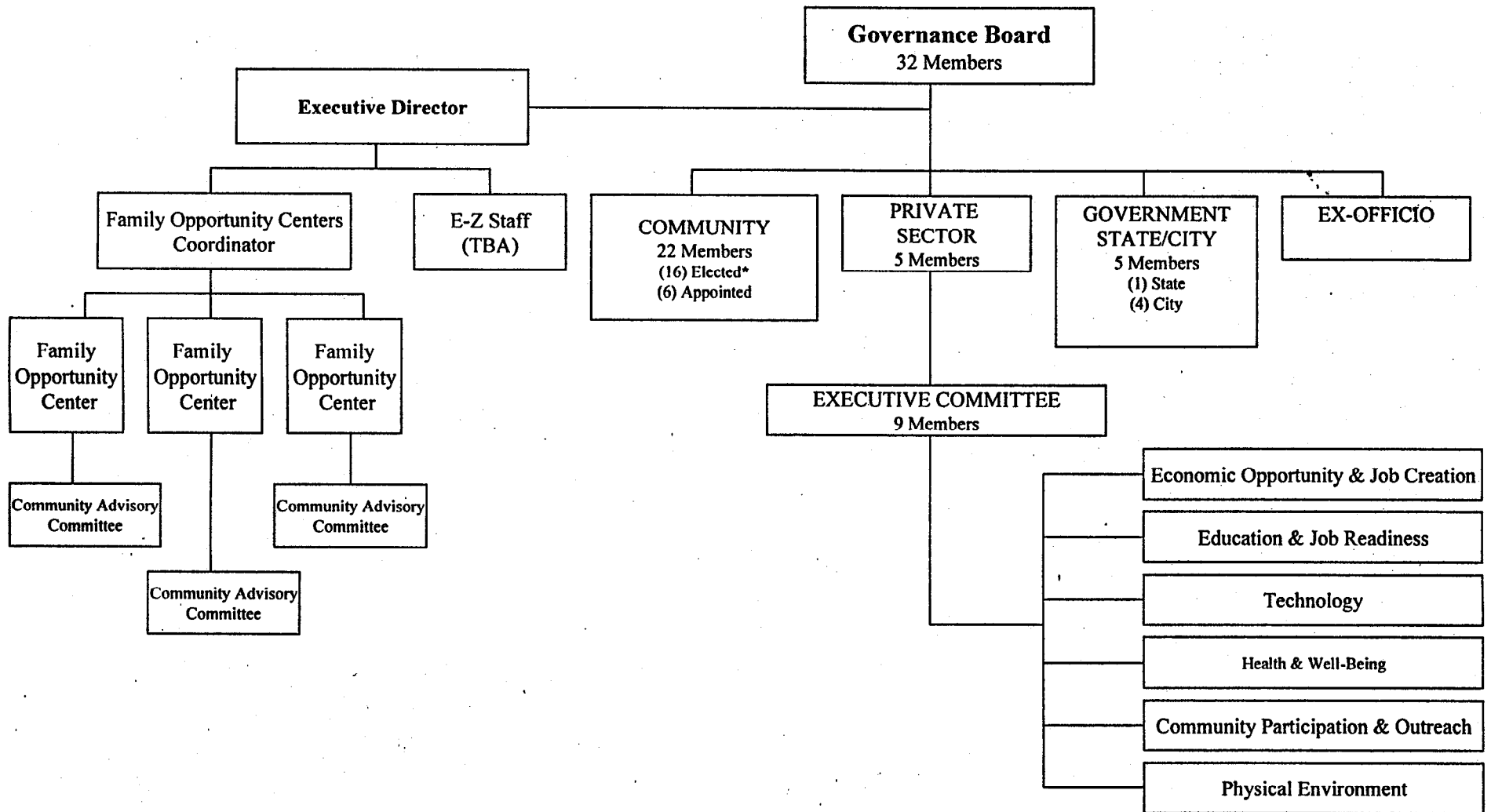
### *Relationship to Existing EEC*

In 1994, Boston applied for Empowerment Zone status, but instead received Enhanced Enterprise Community (EEC) designation. EEC designation was accompanied by approximately \$3 million in Title XX Social Services Block Grant funds and \$22 million in Economic Development Initiative grants to be matched with another \$22 million in economic development loans (Section 108).

Under a new designation as an Empowerment Zone, Boston will work to authorize spending of the last of the \$3 million in Title XX block grant money to the new governing body. This integration of old Title XX funds with the new Title XX funds will help to ensure continuity. Our goal, un-

# BOSTON

## EMPOWERMENT ZONE GOVERNANCE & IMPLEMENTATION STRUCTURE



\*16 community members to the Governance Board will be elected by neighborhood caucuses throughout the Zone.



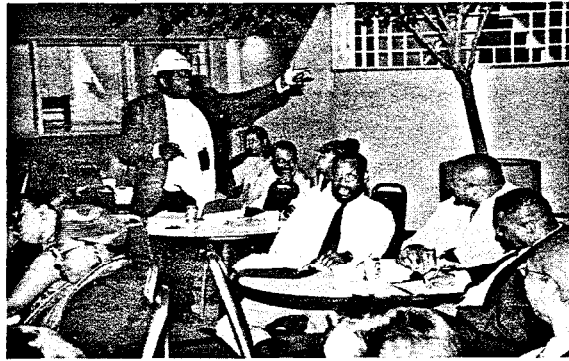
der EZ designation, is to build upon the successes of the EEC.

Boston will not authorize spending of the Economic Development Initiative/Section 108 loans through the new governing body. As this money is intricately tied to Boston's future Community Development Block Grant allocations, it is critical that the current process for loan approvals be maintained. To ensure program integrity and cooperation, the Director of the EEC will be asked to sit as an *ex-officio* member of the EZ Governing Board.

### Outreach

As discussed above, community participation is paramount to the success of this effort. In order to ensure that the community is getting the information it needs about the EZ and is able to participate and guide its planning and implementation, an outreach and marketing strategy is critical. The 501(c)(3) corporation, Connections, Inc. will undertake the following tasks:

- implement the marketing strategy (discussed later in this chapter);
- ensure that the EZ Info web page updates residents and providers on the latest goings on in the EZ;
- design and distribute a monthly newsletter to all relevant stakeholders;
- hold an annual Community Summit to bring stakeholders together to take stock of their progress, share success stories, and brainstorm creative solutions;
- maintain an up-to-date mailing list for all relevant stakeholders; and
- hold focus groups with evaluation team and community members to hear their feedback and concerns about the success of the initiative.



or child care, or confronting other obstacles, many public housing residents could greatly benefit from the services offered by the Family Opportunity Centers, the Boston Empowerment Center, and other EZ initiatives.

In order to link public housing residents with EZ services, staff will work with a trusted person from within the development - a member of the Tenant's Task Force or other community resident. Those people will be responsible for identifying and drawing out individuals and families who could benefit from the FOC and BEC. This link is essential to reach out to those who can not access services on their own and may be suspicious of outsiders to the development.

This proactive outreach is indicative of the approach pursued in every aspect of this initiative - connecting people to economic opportunity.

## II. Budget for Governance

The following describes the budget for Governance, including the first two years of implementation.

### YEAR ONE (6 MONTHS)

Executive Director	\$37,500
Family Opportunity Center Coordinator	25,000
Operations Director	22,500
Assistant Director of Human Services	20,000
Assistant Director of Business Development	20,000
Community Coordinator	20,000
Administrative Support (2 positions)	30,000
Contracts and Supplies	12,500

<b>Subtotal</b>	<b>\$187,500</b>
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### YEAR TWO

Same as year one plus

Administration and Finance Manager	\$ 40,000
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<b>Subtotal</b>	<b>\$415,000</b>
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### YEARS 3-5

Same as year two plus

MIS Support	\$ 35,000
Payroll clerk	25,000
Contracts and Supplies	40,000
Planner	35,000

<b>Subtotal</b>	<b>\$550,000</b>
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### YEARS 5-10

Same as years 3-5 plus

Contracts and supplies	\$ 50,000
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<b>Subtotal</b>	<b>\$600,000</b>
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## III. Timeline for Establishing the 501[c](3) Corporation

- October 1998: EZII Community Task Force will begin to set up 501[c] (3) by seeking legal counsel and filing appropriate papers.
- Nov/Dec 1998: EZII Community Task Force, together with the legal counsel, will set up articles of incorporation and bylaws.
- January 1999: 501[c] (3) designation arrives and formal papers are filed.
- February 1999: Mayoral appointments to board are made and elections are held.
- April 1, 1999: Begin search and nominating process for new Executive Director of 501[c] (3).
- May/June 1999: Hire Executive Director.
- July 1999: Appointments of six committees and officers of the board are made.
- July 1999: New Executive Director hires necessary staff including Family Opportunity Centers staff.
- August 1999: Corporation publishes first community newsletter. Site research and determination for Family Opportunity Centers.
- September 1999: Work begins on evaluation procurement.

## IV. EZ Marketing Plan

*Boston Connects* plans to initiate a marketing program that has the following goals:

- inform residents, businesses, government and community-based organizations of the Empowerment Zone Initiative, its goals and objectives;
- connect all audiences to the resources available to Empowerment Zone residents and businesses including education, job training and other resources through pro-active outreach; and
- keep the public informed of the accomplishments of the Empowerment Zone.

*Boston Connects* proposes several strategies which are designed to inform the community about the goals and accomplishments of the Empowerment Zone Initiative on an on-going and frequent basis. A marketing consultant or staff person will be hired who will be responsible for the following deliverables:

- a major kick-off event to announce the award as an Empowerment Zone;
- development of a video presentation describing the vision, goals and strategic plan of Boston Connects;
- press coverage for major events such as job fairs, graduations of Empowerment Zone residents, and major employers locating in the Zone;
- information packages and possibly a short video, to prepare and assist EZ staff and Board members at community speaking engagements and media opportunities;
- street banners and billboards placed in key areas of the EZ;
- EZ stickers to be displayed in windows of community agencies and businesses that have received resources, technical assistance and/or loans;
- a direct mail program that outlines the successes, programs and available resources through Empowerment Zone partner organizations;
- a quarterly newsletter highlighting Zone events and milestones;
- a multi-media computerized presentation;
- Empowerment Zone news flashes distributed locally, regionally and nationally;
- a Community Summit hosted by the Board of Directors to highlight accomplishments of the Empowerment Zone.

The consultant or staff person will manage media relations for the Empowerment Zone. This includes establishing relationships with local print/broadcast outlets, trade publications and keeping the public informed through periodic news releases, coordinating news releases and strategic

advertising in the print and electronic media. The information disseminated through the media and the quarterly newsletter would be repackaged for distribution through HUD's EZ/EC national news flash.

The marketing campaign will be evaluated through a variety of methods, including but not limited to:

- the scope and tone of media coverage;
- log of speaking engagements;
- attendance at public events sponsored by EZ;
- reports to the Governance Board at monthly meetings;
- site visits to community agencies;
- surveys of community agencies;
- phone calls to agencies from residents requesting more information about programs and services; and
- focus groups with community agencies and residents.

A budget of \$150,000 per year has been established to fund the implementation of the Marketing Plan. We anticipate that this will be increased through leveraging in-kind and pro bono work performed by local media, advertising and public relations firms.

## I. Community Performance Assessment

Boston has designed a Performance Measurement System that will enable us to:

- routinely collect relevant data on milestones, outputs and outcomes of projects and programs;
- analyze the data to chart progress toward meeting EZ goals;
- use our analysis to make necessary corrections and changes to the strategic plan;
- keep the full range of stakeholders informed about the EZ's activities and accomplishments; and
- apply lessons learned in other neighborhoods throughout Boston.

Our Performance Measurement System will enable everyone involved in the EZ – from recipients, service providers, residents of the EZ, government representatives, private sector partners and funders – to *focus on results*. This system will monitor our success in achieving the goals set forth in Chapter 4.

### Overview of the Performance Measurement System

The primary work of the Governance Board Subcommittees will be Performance Measurement. Committee members will receive data and measure results against projected outcomes and outputs and then report their findings to the Executive Committee with recommendations for changes to the Strategic Plan when appropriate. The Executive Committee will present suggested changes to the full Governance Board which will approve changes to the Strategic Plan by majority vote.

Committee members will receive data from the Mayor's Office of Jobs and Community Services (JCS) and from an external Evaluator. The EZ will choose an external Evaluator through a Request for Proposals process to provide support and

assistance to the Performance Measurement activities of the Governance Board. The Evaluator will provide training in performance measurement to Subcommittee members and other stakeholders, with an emphasis on the critical difference between outcome-driven and process-driven performance measurement and on defining effective baselines, outputs and outcomes.

The critical components of Boston's Performance Measurement System are: 1) collecting data; 2) evaluating results; 3) realigning resources; and 4) reporting to stakeholders. These steps are described below.

### Collecting Data on Results

*Quantitative Data.* The Strategic Plan has defined outcomes for each program. EZ staff will work with the Evaluator to establish and refine output and baselines. Each outcome can be clearly measured by gathering specific data. In choosing the data to collect, we prioritized indicators that are valid to a broad range of audiences, clearly quantifiable, and available on a monthly or quarterly basis. The outcomes defined in the Strategic Plan may be improved and refined by the Subcommittees as implementation gets underway, particularly with the benefit of training by the external Evaluator.

As we move from planning to implementation, the EZ will contract with JCS to administer the resource allocation process in each area. JCS, with input from the Governance Board, will design and produce Requests for Proposals, coordinate proposal response processes, organize teams of readers, staff the review process, enter into contracts with providers, and provide contract management, monitoring and oversight.

Service providers will be accountable for reporting outcome and output data to JCS, which, in turn, will be accountable for collating and presenting data to the Governance Board Subcommittees. The outputs and outcomes that were determined in the Strategic Planning Process will be written into the contracts between JCS and the service providers.

Innovative technology tools will help us to ensure smooth operation of our data gathering efforts. Human development programs and projects will report data through the Empowerment Zone Access System (EZAS), a central data-bank, services access and client tracking system. Business information will be organized through the One Stop Business Link: a web-based system that monitors business compliance with City and EZ regulations.

**Qualitative Data.** In addition to quantitative data, we will incorporate non-conventional, qualitative data into the evaluation process to ensure that the Governance Board Subcommittees are receiving as much information from as broad a constituency as possible. The Evaluator will complete customer satisfaction surveys, public opinion polling, and focus groups, and gather stories and perspectives from the full range of stakeholders.

This part of the evaluation will be completed by community residents hired by the Evaluator as part of the Evaluation Team. The team members will be trained in designing and administering survey instruments, conducting interviews, coordinating focus groups, recording oral feedback, and organizing data for presentation. By the end of the project, the Team members will have the skills and experience to qualify them for employment with research organizations or give them a solid base to build on with further education and training.

We may also have the Evaluation Team telephone a random sample of EZ residents every six months to provide the EZ team with a picture of how the EZ resident community is perceiving the project. The Evaluation Team will also conduct focus groups that include community advisory committees that work with the Family Opportunity Centers. These will meet regularly through the project and provide us with current information concerning *on the ground* activities and results in each neighborhood.

### Evaluating Data

Performance data will be evaluated by the Subcommittees of the Governance Board. In addition to providing training to Subcommittee members in evaluation techniques, the Evaluator will also

assist members to make links across their subject areas, by pointing out data trends and ensuring that relevant information is provided to each Subcommittee.

The Subcommittees will engage in "performance dialogues," where they invite relevant stakeholders – including service recipients, private sector representatives, other funders, community residents and organizations — to join them in discussing outputs and outcomes, analyzing data, and offering suggestions to improve results.

### Realigning Resources - Modifying the Strategic Plan

Each Subcommittee will track the results reported by programs in their subject area. When a program or project is not achieving expected outputs and/or outcomes, the subcommittee will work with JCS to investigate the reasons behind the shortfall in results, explore ways to adjust the program, and provide guidance for improvement.

The Subcommittee may determine, based on the data and its investigation, that resources should be removed from an under-performing project or program or that the Strategic Plan be changed to reflect economic trends or demographic changes. If this is the case, the Subcommittee Chair will forward a report to the Executive Committee for review. The Executive Committee will present the recommendation to the full Governance Board, which must approve changes by majority vote.

In all cases where the Subcommittees call for a realignment in resources, they must show that a full range of EZ stakeholders contributed information and feedback to the decision and that the provider failed to achieve the projected outputs and outcomes in its contract with JCS.

Economic trends, demographic changes, immigration patterns and other factors may cause the need to change the Strategic Plan as the EZ moves through its ten-year implementation. Subcommittees and the Executive Committee will also analyze and recommend changes to the Plan based on these factors when relevant.

### Reporting Results to Stakeholders

The EZ Executive Director will coordinate the development and distribution of Performance Measurement Reports, including formal reports to funders; management and operations briefings to service providers; newsletters and success stories to EZ residents, the general public and the media. The Marketing Consultant will help the Executive Director with these tasks.

As discussed, the *EZ Info* web page will provide stakeholders with up-to-date information on results and activities. We will also ask visitors to the *EZ Info web page* to provide us with comments and feedback which will be incorporated into the presentations of the Evaluation Team.

Once a year, the EZ will hold a Community Summit to bring stakeholders together to take stock of their progress toward EZ goals, share success stories, and brainstorm creative solutions to ongoing challenges.

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**BOSTON CONNECTS**

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## CHAPTER 6

STRATEGIC PLANNING  
PROCESS

Boston's Strategic Plan, *Boston Connects People to Economic Opportunity*, is the result of a community-driven effort that involved stakeholders throughout the Empowerment Zone. The Strategic Plan reflects the priorities and aspirations of the community. Following is a comprehensive sketch of the various levels of participation and the roles the various participants played in creating the plan. Critical to this discussion is the process in which decisions were made, particularly in determining the boundaries, the governance structure, and the identification of developable sites.

A total of 200 people were involved in the strategic planning process. Sixty-eight people participated as members of the task force that prepared the Strategic Plan; 71 participated in one of the four working groups; and over 150 people from the larger community took part in community meetings held throughout the Zone.

### I. Formation of the EZII Community Task Force

The EZII Community Task Force, which guided the development of the Strategic Plan, has its origins in the Community Advisory Board (CAB) of Boston's current Enhanced Enterprise Community (EEC). In 1994, Boston was awarded an EEC designation and shortly afterward Mayor Menino appointed 30 representatives of the community and private sector to sit on the CAB. Since then, members of the CAB have met regularly to review and advise on strategic planning issues and provide oversight for current EEC programs. The announcement of the second round of Empowerment Zone funding was a priority item at the June 1998 CAB meeting, and at the request of Mayor Menino, members volunteered to meet with representatives of relevant City departments and work to submit an application for the Empowerment Zone designation. This group named itself the EZII Community Task Force.



The 12 initial CAB member/volunteers were representatives of the following organizations, businesses or geographic areas:

- Alianza Hispana, a social service agency in the Dudley Neighborhood of Roxbury
- Nuestra Comunidad, a CDC from the Dudley Neighborhood of Roxbury
- BankBoston
- State Senator representing the Roxbury Community
- State Senator representing South Boston
- State Representative from 7<sup>th</sup> District (covers larger part of Roxbury)
- Massachusetts League of Community Health Centers
- South End Neighborhood Action Plan
- U.S. Department of Health and Human Services
- Grant Manor Tenants Association, from Lower Roxbury
- Action for Boston Community Development
- a student from the University of Massachusetts Boston

### II. Identification of Key Issues

The complexity of this undertaking necessitated an organizational and issue framework. In their first meeting, the Task Force identified certain key issues to be addressed. These were 1) the need to broaden the diversity of the Task Force; 2) the establishment of Empowerment Zone boundaries; 3) the identification of developable sites; 4) the establishment of a governance structure; and 5) the need for the state's involvement.



In later meetings of the Task Force, the emphasis focused on program aspects such as ensuring capacity building for community-based organizations, responding to the need for ESL, connecting people to the existing jobs in the region, and the desire to tell a "good" story about the neighborhood and achievements to date – a story about people.

### *Issue 1: Broadening Task Force Diversity*

The Task Force recognized the importance of ensuring, from the very beginning, that participation be as inclusive and reflective of the community as possible. As part of their work, most of the participants on the EZII Task Force are in direct, on-the-street communication with neighborhood residents and business people.

It was determined that the group, now expanded to 28 people, did not represent all of the various stakeholders in the Empowerment Zone. Members were encouraged to submit names of additional people that might be willing to serve. In the following two weeks, nine additional people were invited by Mayor Menino to join the Task Force to help give shape to the Strategic Plan. Those who joined the effort represented the following organizations, businesses, or geographic areas:

- Asian Task Force Against Domestic Violence, Inc.
- Boys and Girls Club of Boston
- Latinas y Ninos
- Roxbury YMCA
- SMILE Day Care
- United Way of Massachusetts Bay
- The Urban League of Eastern Massachusetts
- St. Augustines Church in South Boston
- First, Inc.

Growth of the EZII Community Task Force did not stop there. As the discussions got underway, more people expressed a desire to be involved. By August, over 60 people were regularly attending EZII Community Task Force meetings. This included additional CAB members, other members

of the community, and representatives from various City departments and State agencies. As will be explained below, the process which developed further allowed other interested community members to participate in later stages of the planning process. A listing of the EZII Community Task Force is included in the Appendix.

### *Issue 2: Establishing Zone Boundaries*

An immediate issue facing the Task Force was the determination of the Empowerment Zone boundaries. Many members of the Task Force had been involved with drawing the boundaries of the original Enhanced Enterprise Community and came to the table believing that the boundaries established in 1994 should be retained unless both the community and the City agreed on a change. The process establishing those original boundaries had not been an easy task as it involved weighing substantial and often competing issues and community concerns. Primary concerns in establishing the 1994 boundaries had been identifying Census tracts that were contiguous, met the required poverty rate criteria and kept within the population limit. No one wanted to exclude any neighborhood. The committee charged with this task joined together and within four weeks reached consensus on the boundaries.

The Task Force discussed whether there was in fact a need to revise the boundaries given the preliminary desire to retain them. Task Force members discussed what was at stake if they did make a change. Reflecting on the last three years, members acknowledged that needs still exist within the communities within the current boundaries and that while the EEC was showing momentum, economic revitalization and community empowerment had not yet been achieved. Task Force members felt that, with more funding available and a newly created drive to leverage additional resources, *Boston Connects* would build upon the established strengths of the existing Zone and continue the community's intensive, collaborative and holistic revitalization campaign. Most importantly, the work in these neighborhoods isn't done yet. Therefore, the boundaries established in 1994 were retained.

### *Issue 3: Identification of Developable Sites*

The Task Force also discussed on several occasions the definition of and significance of the new rule allowing for developable sites outside of the Empowerment Zone. Presentations on the new rule were made to the Task Force and members were given the opportunity to identify any sites that they thought should be included. No site outside of the Zone was identified in the meetings. Members felt there were enough sites in need of assistance within the Zone and all resources should go towards them. As it became clear that Task Force members were united on this approach, it was formally agreed that developable sites would be limited to those inside the Zone. This still left open the challenging task of choosing from among competing sites within the Zone. So as to ensure that all communities and their representatives shared equally in both the decision-making and the outcome of site selection, the Task Force also agreed that final selection of developable sites would require both community and City consensus.

### *Issue 4: Establishment of a Governance Structure*

While the geographic boundaries of the first Empowerment Zone were retained, Task Force members agreed to develop a new governance structure for this proposal that would improve focus and efficiency in meeting program goals and deadlines while at the same time provide for maximum inclusiveness from the community. While the final governance structure was satisfactory, the discussions held in the weeks preceding the agreement on the issue were sometimes tense. This resulted from the fact that there was an eagerness and sense of urgency to resolve the issue immediately. However, it took time to research the issue, review various governance model structures, weigh pros and cons, identify priorities and goal of the group and ensure community participation. A more detailed discussion of the creation of a new governance structure is in Chapter 5H.

*"Interminable and loaded discussions focused on 'governance' yielded an empowering rubric that includes accountability, inclusion and the communities' power to make, not just influence, decisions. As the process evolves, I believe fertile ground to seed a trusting partnership has been laid."*

— Robert D. Monahan, Chief Operating Officer  
Boys & Girls Clubs of Boston

### *Issue 5: The State's Involvement*

As one of the key stakeholders, it was important to the Task Force to have the input from the Commonwealth of Massachusetts as the Strategic Plan was being developed. A representative from each of the following Commonwealth agencies was identified and became active participants in the planning process: the Departments of Health and Human Services, Economic Development and Housing and Community Development.

## III. Formation of Working Groups

In order to work most efficiently, the Task Force created Working Groups to focus on particular areas and develop recommendations. Their charge was to lead the discussion for the development of programs that reflected the community's theme of "economic self-sufficiency for individuals, families and neighborhoods." The Working Groups, based on the existing subcommittees of the CAB, were focused on: governance, evaluation, monitoring and human service programs; economic opportunity; and technology. In addition, a writing team was assembled whose members attended all meetings and facilitated assembly of the final application. Generally speaking, the Working Groups were led by both a City representative and a community representative. They met on a regular basis and developed recommendations that were

presented to the full Task Force for its decision. A list of the working group members can be found in the Appendix.

### *Governance/Evaluation and Monitoring*

The Governance, Evaluation and Monitoring Working Group met regularly to design a structure that would take into consideration lessons learned from Boston's existing EEC governance. It was agreed that many structures could work, but there needed to be clarity on how decisions were made and how information would flow from the Board to the community and the community to the Board, with regular follow-up. In September, the Working Group reported back to the EZII Community Task Force with two proposed governance structures.

Once the Governance Structure was selected, the Working Group developed a plan to incorporate a performance measurements system to ensure that the goals established for the ten-year Strategic Plan would be met. They used the lessons learned from Round I to enhance the evaluation plan and incorporate a system that would enable careful program monitoring to measure program impacts on the community.

### *Human Services*

The Human Services Working Group was the largest of the working groups. It was formed in conjunction with the existing EEC CAB subcommittee on human services. They met weekly to identify barriers to the health and well-being of residents as well as their education and job readiness needs. After identifying the needs and barriers, they established goals and priorities for the Strategic Plan. This group was made up of human service providers and residents with different backgrounds and areas of expertise. What they had in common was a strong desire to create opportunity and access to the services necessary for good health and life skills that would allow residents to gain economic opportunity and self-sufficiency.

After identifying the groups with the most need

and the areas where access to services was the weakest, the Working Group reached out to colleagues and residents who could help. For example, the community identified the need to work with men in transition from incarceration, substance abuse, and homelessness and shortly afterward, a community-based organization that deals exclusively with that population joined the effort. The Human Services Working Group ultimately grew to over 30 participants.

### *Economic Development*

The Economic Development Working Group was also formed in conjunction with the EEC CAB subcommittee on economic development. This group included representatives from local banks, community development corporations, Main Streets program directors, human service agencies, foundations and the Greater Boston Chamber of Commerce. The goal of this group was to find ways to connect the leading regional and local industries to the Empowerment Zone and its residents, to strengthen existing local businesses and to attract new investment to the Zone. Among the needs the Working Group identified were: the need to expand the services of the Boston Empowerment Center and the One Stop Capital Shop; the need to connect EZ residents with jobs; the need to encourage entrepreneurial and small business training; the need to increase access to capital; and the need to clean up contaminated sites.

Since many of the participants in this working group were currently members of the CAB economic development subcommittee, they were all aware of the current development opportunities created by the existing EEC designation. They identified that it was key to build upon the current momentum and ensure the connection of Empowerment Zone residents to the jobs created via EEC and other development projects happening in the City.

### *Technology*

The Technology Working Group was also formed out of the current EEC CAB subcommittee on

technology. Many of its members have been active in the City's goal to connect all schools, libraries and community centers to the Internet as well as the EEC's goal to develop a comprehensive interactive information system known as EZInfo. Members came from various technological backgrounds and were eager to explore ways in which the EZ designation could enhance the City's current investments to bring technology to those who were least likely to have access to it.

To many on the Technology Working Group, this was the most critical component of the Implementation plan because it was the link to every other aspect of the plan. Technology can be the source of information and access to social services, job opportunities, education and business development. It is also the base from which this plan proposes to develop a tracking system for case management as well as for tracking the successes and positive impacts created throughout the programs of this plan (through its performance measurements system).

### *Writing Team*

An interdepartmental writing team of 10 people was assembled to prepare drafts for review and provide staff support to the planning process. At least one member of the writing team was present at all EZII Community Task Force, Working Group and community meetings so that the voice of the community and the recommendations of the EZII Community Task Force and Working Groups could be accurately captured. Drafts of the Strategic Plan were submitted to the Task Force for their comments to ensure that the vision, goals and programs accurately reflected those of the Empowerment Zone community.

## IV. Learning from the Larger EZ Community

The EZII Community Task Force recognized the importance of reaching out to and discussing the EZ process with all of the residents of the Zone. Therefore, the Task Force required that each community member of the Task Force share informa-

tion from the Task Force meetings with their constituents and bring feedback to the weekly meetings. It was also suggested that Task Force members take advantage of meetings being held in the community on other matters to let people know about the EZII application and solicit community input.

In addition, the Task Force decided it was essential to hold formal discussions with the broader community to enable the Task Force to reach out and listen to those people in the community who could not attend weekly meetings. The goal of these community discussions was to ask residents to identify gaps in services and potential programs to meet their needs. They were also asked to share their thoughts on how they envisioned their community in ten years and how they hoped the Empowerment Zone initiative could change negative conditions.

Several EZII Community Task Force members volunteered to host forums in their communities. The Task Force ran announcements in local newspapers and mailed hundreds of flyers with the assistance of City staff. Twelve community-based organizations, together with elected officials, sponsored the meeting held at the Roxbury Presbyterian Church. Alianza Hispana staff sponsored and ran the two meetings they held. A complete listing of the meetings follows. Those noted with an asterisk indicates that the meeting was held in Spanish.

Dorchester:	Boys and Girls Club, August 25, 1998
South Boston	Condon Community School, September 9, 1998
Roxbury*	La Alianza Hispana, September 9, 1998
Roxbury/South End	Roxbury Presbyterian Church, September 10, 1998
Roxbury*	La Alianza Hispana, September 10, 1998
Citywide	Morgan Memorial, September 16, 1998
Chinatown	Chinatown Coalition, September 17, 1998

In order to get the input of youth living in the Zone, the Grove Hall Safe Neighborhood Initiative incorporated a discussion about the Empowerment Zone application at a Grove Hall Community meeting on September 10. And, representatives of the Mayor's Youth Council who live in the Zone were asked for their ideas and input.

All attendees of the above listed community forums were invited to participate in the weekly EZII Community Task Force meetings and all Working Group meetings. They were also invited to participate in a follow-up Community Forums to synthesize the community issues.

Notes were kept of all meetings and distributed to the EZII Community Task Force and all Working Groups to ensure that the vision for the future and needs identified by the community were incorporated into the envisioning and programming. These meetings were critical in guiding the Working Groups to identify programs to be included in the Strategic Plan.

A large EZ-wide public meeting was held on September 16, 1998 at the headquarters of Morgan Memorial in the Roxbury neighborhood from 7:00 - 9:00 p.m. The purpose of this meeting was to report back to the community on how their input was reflected in the draft of the Strategic Plan. This gave community members an opportunity to provide additional comment before the final draft of the Strategic Plan was prepared.

These community-wide meetings provided important direction to the EZII Community Task Force as they conducted discussions and formulated the Strategic Plan. Many of the issues raised, gaps in services identified and creative ideas for achieving self-sufficiency were incorporated into this Strategic Plan.

## V. Other Forums that Contributed to the Process

The EZII Community Task Force did not rely solely on the meetings, forums and panel discussions organized around the EZ effort. They called upon the many other public processes that take place regularly throughout the city to gain insight from area residents.

*Boston 400.* This effort to create a long-range, comprehensive city-wide plan marking the city's 400<sup>th</sup> birthday is playing a critical role in the planning and development of Empowerment Zone neighborhoods. Members of the EZ Task Force participated in and learned from Boston 400 planning meetings in the Zone, and the project director of Boston 400 served on the EZII Community Task Force.

*Public Health Commission Forums.* As part of its regular planning work, the Boston Public Health Commission held a series of eight meetings at which valuable feedback was received from residents. Some commonly-raised issues included: outreach and community education, environmental hazards, obstacles to accessing health care, focus on adolescents and youth, prevention of breast and other cancers, neighborhood sanitation, substance abuse treatment, HIV/AIDS prevention, domestic violence, tobacco control, mental health services, infant mortality, and better data. The Deputy Director of the Public Health Commission is on the EZII Community Task Force and gave a formal presentation to the entire Task Force at one of their regular meetings.

*Main Streets.* Main Streets Districts representatives work hands-on with local businesses and residents and hear directly about their concerns and vision for the future. The Main Streets program is part of the Department of Neighborhood Development whose director is on the EZII Community Task Force as are two Main Streets managers of local business districts in the Zone.

## VI. Leverage

The Task Force members and the community as a whole contributed greatly to the leverage necessary for this proposal. Over 100 letters of support were received and hundreds of millions of dollars in commitments. The support, discussed more fully in Chapter 8, is truly reflective of the community - wholehearted, sincere and generous. Letters of support included offers of space for meetings, technical assistance to small businesses, ESL classes, financial support and more.



## CHAPTER 7

## TEN YEAR OPERATIONAL BUDGET

The total budget of \$100 million for *Boston Connects People to Economic Opportunity* is divided into 9 areas as described in Chapter 5:

## IMPLEMENTATION PLAN:

Investing in Economic Opportunity and Job Creation	\$17,140,000
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Investing in Health and Well-Being	\$26,671,875
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Investing in Education and Job Readiness	\$35,250,000
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Community Capacity Building	\$ 855,000
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Creating the Physical Environment for Change	\$ 565,000
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Linking the Community through Technology	\$ 8,821,625
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Tax Incentives	\$ 550,000
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Governance	\$ 8,752,500
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Community Performance Assessment	\$ 1,394,000
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The budget that follows provides estimates of expenditures throughout the 10 year period, which may vary as the Strategic Plan implementation evolves. Variations in the budget will take place based upon an annual evaluation of programs and their impacts. Changes to the budget must be approved by the Governance Board.

**Boston Connects  
Ten Year Operational Budget**

**A Strategic Plan for Empowerment**

	Year 1-2	Year 3-5	Year 6-10	Total EZ Budget
<b>A. Investing in Economic Opportunity and Job Creation</b>				
1 Entrepreneur Training and Business Development Program	\$500,000	\$375,000	\$625,000	\$1,500,000
2 Youth Entrepreneur Program	\$30,000	\$45,000	\$75,000	\$150,000
3 Loan Fund for Greater Access to Capital	\$240,000	\$285,000	\$475,000	\$1,000,000
4 Business Assessment Program	\$250,000	\$843,750	\$1,406,250	\$2,500,000
5 Business Technology Education Program	\$100,000	\$150,000	\$250,000	\$500,000
6 Post-Loan Technical Assistance Program	\$50,000	\$75,000	\$125,000	\$250,000
7 Cooperative Purchasing Program for Goods and Services	\$100,000	\$93,750	\$156,250	\$350,000
8 Regional Industrial Sector Analyses	\$150,000	\$0	\$0	\$150,000
9 Opportunity Fairs	\$60,000	\$33,750	\$56,250	\$150,000
10 Urban Trade Mission Program	\$300,000	\$262,500	\$437,500	\$1,000,000
11 EZ Resident Job Goals	\$120,000	\$270,000	\$450,000	\$840,000
12 EZ Home Center	\$300,000	\$450,000	\$750,000	\$1,500,000
13 Landlord Management Assistance	\$100,000	\$56,250	\$93,750	\$250,000
14 Property Management Employment Program	\$100,000	\$37,500	\$62,500	\$200,000
15 Housing Services for the Homeless	\$500,000	\$562,500	\$937,500	\$2,000,000
16 The Home Again Program	\$1,200,000	\$450,000	\$750,000	\$2,400,000
17 Rehabilitate Abandoned Housing	\$1,200,000	\$450,000	\$750,000	\$2,400,000
<b>SUBTOTAL</b>	<b>\$5,300,000</b>	<b>\$4,440,000</b>	<b>\$7,400,000</b>	<b>\$17,140,000</b>



	Year 1-2	Year 3-5	Year 6-10	Total EZ Budget
<b>B. Investing in Health and Well-Being</b>				
1 Family Opportunity Centers	\$2,500,000	\$6,562,500	\$10,937,500	\$20,000,000
2 Transitional Housing Opportunities	\$0	\$0	\$0	\$0
3 Life Skills Reintegration Program	\$0	\$300,000	\$500,000	\$800,000
4 Fatherhood Development Program	\$20,000	\$30,000	\$50,000	\$100,000
5 Early Childhood Education and Care	\$0	\$0	\$0	\$0
6 2:00 - 6:00 Campaign: Before School, After After School, and Out-of-School Program	\$150,000	\$225,000	\$375,000	\$750,000
7 Child Care Quality Improvement Program	\$100,000	\$150,000	\$250,000	\$500,000
8 FIRSTLink	\$150,000	\$225,000	\$375,000	\$750,000
9 Healthy Families, FirstSteps, Healthy Baby/ Healthy Child	\$400,000	\$600,000	\$1,000,000	\$2,000,000
10 Community Learning Centers	\$100,000	\$150,000	\$250,000	\$500,000
11 Adolescent Substance Abuse, Detox and Treatment Services	\$154,375	\$231,563	\$385,937	\$771,875
12 Crisis Intervention Services Network	\$0	\$0	\$0	\$0
13 Day Treatment Center	\$0	\$0	\$0	\$0
14 Cancer Prevention/Early Detection Services	\$0	\$0	\$0	\$0
15 Family Health Van	\$0	\$0	\$0	\$0
16 Re-entering the Job Market Initiative	\$50,000	\$75,000	\$125,000	\$250,000
17 Targeted AIDS/HIV Prevention Program	\$50,000	\$75,000	\$125,000	\$250,000
18 AIDS/HIV Public Information Campaign	\$0	\$0	\$0	\$0
19 Domestic Violence Prevention Services	\$0	\$0	\$0	\$0
20 Child Witness to Violence	\$0	\$0	\$0	\$0
<b>SUBTOTAL</b>	<b>\$3,674,375</b>	<b>\$8,624,063</b>	<b>\$14,373,437</b>	<b>\$26,671,875</b>

	Year 1-2	Year 3-5	Year 6-10	Total EZ Budget
<b>C. Investing in Education and Job Readiness</b>				
1 Adult Education and ESL Services	\$964,000	\$2,038,500	\$3,397,500	\$6,400,000
2 Family Literacy	\$471,000	\$1,323,375	\$2,205,625	\$4,000,000
3 Alternative Education Initiative	\$1,044,000	\$2,233,500	\$3,722,500	\$7,000,000
4 Apprenticeship Preparedness	\$70,000	\$236,250	\$393,750	\$700,000
5 Skills Training for Careers in Growth Industries	\$430,000	\$1,451,250	\$2,418,750	\$4,300,000
6 Environmental Remediation Training	\$100,000	\$337,500	\$562,500	\$1,000,000
7 Education in the Workplace	\$150,000	\$412,500	\$687,500	\$1,250,000
8 Incumbent Worker Training	\$771,000	\$2,523,375	\$4,205,625	\$7,500,000
9 Distance Learning	\$0	\$0	\$0	\$0
10 Job Development and Placement Services	\$465,000	\$988,125	\$1,646,875	\$3,100,000
11 Continuing Education Initiative	\$0	\$0	\$0	\$0
<b>SUBTOTAL</b>	<b>\$4,465,000</b>	<b>\$11,544,375</b>	<b>\$19,240,625</b>	<b>\$35,250,000</b>

	Year 1-2	Year 3-5	Year 6-10	Total EZ Budget
<b>D. Community Capacity Building</b>				
1 Community Based Organizing Assistance Program	\$90,000	\$135,000	\$225,000	\$450,000
2 Training and Professional Development Institute	\$70,000	\$105,000	\$175,000	\$350,000
3 Make Your Voice Count	\$55,000	\$0	\$0	\$55,000
<b>SUBTOTAL</b>	<b>\$215,000</b>	<b>\$240,000</b>	<b>\$400,000</b>	<b>\$855,000</b>

<b>E. Creating the Physical Environment for Change</b>				
1 Alternative Transportation	\$62,000	\$94,875	\$158,125	\$315,000
2 Environmental Strike Force Coordinator	\$100,000	\$30,000	\$20,000	\$150,000
3 EZ Pride	\$100,000	\$0	\$0	\$100,000
<b>SUBTOTAL</b>	<b>\$262,000</b>	<b>\$124,875</b>	<b>\$178,125</b>	<b>\$565,000</b>

<b>F. Linking the Community through Technology</b>				
1 EZ Technology Assistance Corps	\$520,000	\$788,110	\$1,313,515	\$2,621,625
2 EZ Technology Support Corps	\$100,000	\$150,000	\$250,000	\$500,000
3 EZ Computers in the Community Program	\$100,000	\$150,000	\$250,000	\$500,000
4 Empowerment Zone Information Access and Communication System	\$550,000	\$918,750	\$1,531,250	\$3,000,000
5 EZ Info: Web Site and Comprehensive Information System	\$550,000	\$618,750	\$1,031,250	\$2,200,000
<b>SUBTOTAL</b>	<b>\$1,820,000</b>	<b>\$2,625,610</b>	<b>\$4,376,015</b>	<b>\$8,821,625</b>

	Year 1-2	Year 3-5	Year 6-10	Total EZ Budget
<b>G. Tax Incentives</b>				
1 On-Site Tax Specialist at the Boston Empowerment Center	\$80,000	\$120,000	\$200,000	\$400,000
2 Tax Incentive Marketing Program	<u>\$30,000</u>	<u>\$45,000</u>	<u>\$75,000</u>	<u>\$150,000</u>
<b>SUBTOTAL</b>	<u><b>\$110,000</b></u>	<u><b>\$165,000</b></u>	<u><b>\$275,000</b></u>	<u><b>\$550,000</b></u>
<b>H. Governance</b>				
1 Program Management and Staffing	\$1,002,500	\$2,250,000	\$4,000,000	\$7,252,500
2 EZ Marketing Plan	<u>\$300,000</u>	<u>\$450,000</u>	<u>\$750,000</u>	<u>\$1,500,000</u>
<b>SUBTOTAL</b>	<u><b>\$1,302,500</b></u>	<u><b>\$2,700,000</b></u>	<u><b>\$4,750,000</b></u>	<u><b>\$8,752,500</b></u>
<b>I. Community Performance Assessment</b>				
1 Evaluation and Monitoring	<u>\$210,000</u>	<u>\$444,000</u>	<u>\$740,000</u>	<u>\$1,394,000</u>
<b>SUBTOTAL</b>	<u><b>\$210,000</b></u>	<u><b>\$444,000</b></u>	<u><b>\$740,000</b></u>	<u><b>\$1,394,000</b></u>
<b>GRAND TOTAL</b>	<u><b>\$17,358,875</b></u>	<u><b>\$30,907,923</b></u>	<u><b>\$51,733,202</b></u>	<u><b>\$100,000,000</b></u>

## CHAPTER 8

### RESOURCES LEVERAGED

Boston Connects is bold in its vision, goals, outcomes and in the resources leveraged to make this plan a reality. All elements of the community have stepped forward, from the banks, universities and hospitals to the community-based organizations and private companies. The resources leveraged are not only bold, they send a strong message about the spirit and commitment embodied in this proposal:

- Greater than 8-1 leverage of resources;
- More than \$400 million for business development and housing;
- More than \$270 million in health and human services;
- \$100 million from the Boston Partnership, a consortium of universities;
- More than \$24 million in technology infrastructure; and
- 10,000 computers have been committed for the Empowerment Zone.

Boston's network of community-based organizations is considered to be one of the greatest assets we will leverage with this proposal. A list of some of the many organizations and human service providers can be found at the end of this Chapter and some of the organizations with whom the EEC has been working are briefly described in the Appendix.

The problem-solving experience we have gained through our initiatives in public safety and the schools represents another leveraging factor that we again consider extremely important to our strong ability to carry forward this program. The Boston Public Schools and the Boston Police Department will work with the Empowerment Zone

staff in sharing potential models, strategies and approaches that may be beneficial.

*Matching Leverage to Goals.* The summary chart found in the Readers Guide provides a comprehensive look at the needs, goals, strategies, outcomes, budget and resources leveraged.

### Leverage By Sector

#### Financial Institutions

Eight banks have committed \$192 million in capital to be invested in the neighborhoods of the Empowerment Zone through business loans, equity investments, mortgage loans, and other financial instruments. In addition, three of the banks specifically expressed a desire to provide technical assistance to small businesses in the Empowerment Zone and also to find ways to link residents of the Empowerment Zone with job opportunities in their organizations.

The banks in Boston are partners in the community, not just lenders. They serve as corporate mentors to business districts, support women and minority-owned enterprises and micro-enterprises, and have offered to link residents in the Empowerment Zone to employment and career opportunities with their institutions.

#### Hospitals and Health Institutions

The health care industry is critical both to Boston's economy and its residents. The hospitals that serve the majority of residents in the Empowerment Zone have committed to providing substantial assistance, including free health care, adult training, internships, youth services, HIV support services, job opportunities and career mentoring. Brigham and Women's Hospital and Boston Medical Center together are providing over \$65 million in free health care and community services annually. We received letters of support from six community health centers and indication from the Massachusetts League of Community Health Centers that they have identified at least five community health centers in the zone that have plans for new programs and projects aimed at uplifting Zone residents.

### Business Partners

Several business organizations have committed technical resources to help existing and new Zone businesses grow. Advertising companies have offered pro bono marketing and public relations work. Technology companies have committed those resources. The Center for Women and Business Enterprise has committed to working with women entrepreneurs. The Jewish Vocational Services will provide information and expertise on micro-lending. Consulting services also have been committed from various sources, including sources for research on the local and regional economy. The Greater Boston Chamber has offered to provide mentoring services for the Zone.

### Quasi Public Institutions

Quasi public agencies have committed to invest over \$56 million in economic development, housing, and business development. Additional resources are available through the State for Brownfields and via a new life insurance loan pool referenced below and discussed later in this chapter.

The Massachusetts Capital Resource Company (MCRC) is a private investment partnership formed by the Massachusetts-based life insurance industry in 1977 to provide economic development risk capital to worthy Massachusetts-based companies. Over the last 21 years, MCRC has invested \$400 million throughout the state, of which more than \$250 million went to state-designated "economic-target areas," including businesses in the current EEC. MCRC has pledged to be a "source of risk capital to any worthy Boston-based company, including those in the proposed Empowerment Zone." In addition, MCRC will administer the new Life Insurance Community Investment Initiative discussed later in this section which can be a source of significant capital.

The Local Initiatives Support Corporation (LISC) has committed to providing \$3 million for financing and pre-development costs for affordable housing; \$1.5 million for financing, pre-development costs of economic development projects; and \$1.5 million for technical assistance to community development corporations in the zone. In addition,

LISC committed technical help from a variety of its grantees.

The National Reinvestment Corporation (NRC) provides its resources through three community development corporations in the Empowerment Zone and has pledged \$36 million in loan products to finance homeownership over the next 10 years. In addition, NRC will fund \$100,000 in technical assistance and \$120,000 of training. One of the CDCs, Nuestra Comunidad, has developed 400 units of rental and for sale housing, provided \$420,000 of low interest loans to homeowners in Roxbury for home repairs, originated more than \$2.1 million dollars worth of small business loans, and created a micro-enterprise pushcart business.

Fannie Mae has a \$1 billion, 5 year city-wide home mortgage program and will work with the City to market these resources to Empowerment Zone residents. While Fannie Mae could not define a specific level of commitment for the Empowerment Zone, we consider this important capital to access and consider as future leverage.

The Massachusetts Housing Finance Agency will be spending \$56.7 million on the Academy II and Washington Heights developments over the next several years, affecting more than 400 units of housing.

The Massachusetts Development Finance Agency has committed to spending \$9 million to be used for development projects in the Empowerment Zone, in addition to \$5 million in pre-development funds for site assessments, future use studies and remedial activities. They also will be funding Brownfields clean-up, but were unable to provide a concrete amount.

The Boston Private Industry Council will be chartering three new career centers, each with an annual service level of \$900,000.

### Utilities

The utility companies in Boston have contributed significantly to enhancing the telecommunications systems affecting our schools, our libraries and our businesses. In addition, several are actively engaged in business development programs that will enhance those of the BEC.

Boston Edison is a partner with the EEC and has pledged its support for this new proposal. The Boston Technology Venture Center (BTVC) and the Boston Eco-Industrial Network Initiative are well underway in the Empowerment Zone. A technology incubator, BTVC is due to open early in 1999 and has the potential to leverage \$11 million in private and public funds, and more than \$2 million in job training and foundation grants for operating capital. Over the first two years, BTVC will generate more than 175 new jobs for EEC residents, with the potential for 400-600 over the next five to seven years. The Boston Industrial Clusters Initiative (BICI), an urban eco-industrial network, will provide businesses with environmentally innovative technologies.

Bell Atlantic has invested heavily in the Empowerment Zone by providing leading edge digital switching technology and redundant, survivable routing among Boston's switching stations and key traffic corridors. Beyond the significant investment in infrastructure, Bell Atlantic has invested in the health and welfare of residents by providing more than \$750,000 in the last year to educational, civic, cultural and human services organizations that benefit Empowerment Zone residents. Grants to Dimock Community Health Center and the Urban League were specifically designed to help create technology centers where inner city residents could learn about technology. Bell Atlantic employees and executives also volunteer thousands of hours to assist the schools, non-profits and community-based organizations in the city.

### Educational Institutions/Universities

The Boston Higher Education Partnership represents the 27 colleges and universities in Boston committed to public education. The Partnership has pledged to invest more than \$100 million over the next ten years in the Empowerment Zone. Partnership programs include ESL tutoring, Early Education Centers that extend the school curricula, drama programs, and programs to prevent drug and alcohol abuse. Last year, teacher vouchers were offered to teachers from schools in the Empowerment Zone to allow them to attend a one-half course at Harvard. One hundred and twenty-

five students from high schools in the Empowerment Zone participate in intensive summer enrichment programs and academic year support to prepare them for college at one of the local universities. Special education teachers throughout the Empowerment Zone receive training at Emmanuel College's Special Education Technology Center. Overall, the Boston Partnership has contributed \$35 million in student scholarships, pro-bono contributions and external grants in the last year, of which \$12 million was directed to students, faculty and schools in the Empowerment Zone.

Harvard, Northeastern University, Roxbury Community College, Aquinas College, University of Massachusetts (Community Action Information Network), Massachusetts College of Pharmacy and Allied Health Sciences, Jewish Vocational Services and Boston Technical Center all pledged significant resources including access to facilities, conference space, student and faculty volunteers, scholarships, technical assistance and studies to support business development in the Empowerment Zone, ESL tutoring, early college awareness, research lab internships, recruitment of Zone residents for jobs, and preventive and restorative dental services to EZ elementary school students.

### Technology

Over the next five years, \$500 million in telecommunications and data systems infrastructure will be invested in the City of Boston by cable companies, Internet service providers, and telecommunications companies. A significant portion of this infrastructure will potentially be available for residents, businesses and community organizations located in the Boston Empowerment Zone, as discussed in Chapter 5F. It is estimated that \$24.4 million will be directly leveraged for Empowerment Zone students through these investments in technology. Some of the details follow:

- Cablevision is undertaking an electrical and technology build-out in the Empowerment Zone, estimated at \$60 million. The process started in September and when complete will bring networks into every classroom and more than half of the City's 41 Community Centers by 2001.

- The City has raised \$26 million in private and public sector funding to enhance technology in Boston's Public Schools, libraries and community centers. The percentage of Boston Public School students living in the Zone is 19.4 percent and it is therefore estimated that \$5 million of this amount directly benefits Boston Public School Students who are EZ residents.
- Boston expects to raise another \$10 million over the next three years from private and public sector grants for computers in the Boston Public Schools.
- All Boston Public Library branches have at least two networked computers. A \$650,000 1996 Telecommunications Information Infrastructure Assistance Program (TIIAP) grant from the Department of Commerce created networked computer labs in six community organizations and six high schools, all located in or adjacent to the Empowerment Zone.

The Timothy Smith Fund for Old Roxbury has provided a total of 115 computers in ten computer labs in low-income community organizations, nine of them in the Empowerment Zone. The fund will create an additional seven centers in the Empowerment Zone by the end of the year 2000, at an average cost of \$50,000 each. The fund also is committed to the on-going enhancement of these centers to ensure that the state-of-the art technology is well maintained. It is expected that this will require upgrading the computers in each center every two-three years with complete hardware replacement after five years. The fund will commit at least \$150,000 annually to this effort commencing in 2001, equaling an investment of \$1.2 million. The Fund is committed to spending a total of \$1.5 million for technology enhancements in the Zone over the next 10 years.

The East West Education Development Foundation, the largest refurbisher of donated surplus computer equipment in New England and a resident of the Empowerment Zone, has committed to make 10,000 computers available to the EZ, for a total commitment of \$5 million.

HIQ, which also is located in the Zone, is committed to building a 700 square foot teacher training

facility for Boston Public Schools teachers and staff at the Boston Empowerment Center. Their total donation to school technology is more than \$1 million, with approximately 20 percent of this directly benefiting the Empowerment Zone.

Intel, Microsoft, and IBM also have contributed millions to technology for Boston's public schools. IBM's contribution has \$245,000 in direct benefit to the Zone; Microsoft through its donation of software and personnel for the Community Learning Centers and the schools has donated \$110,000 in direct services to the Zone; and Intel has donated \$4 million to networking Boston's classrooms.

### Faith Institutions

Letters of support were received from five faith institutions in the Empowerment Zone. Saint Augustine and Monica Parishes, through the help of Catholic Charities established an eight bed sober home for male teens called "Home for Awhile." Hope Baptist Church provides a variety of services to the elderly and the homeless, as well as summer school programs for youth. The Black Ministerial Alliance is establishing 40 after school programs in churches to improve the academic performance of 2,000 minority youth.

### Philanthropy

There are at least six different philanthropic institutions active in the Empowerment Zone, including the Hyams Foundation, the Boston Foundation, United Way and the Riley Foundation. Over the last several years, the Riley Foundation has provided more than \$1.5 million in grants to the Dudley Street Neighborhood Initiative. Over the past five years, the Foundation has provided about \$2.5 million in grants to other agencies in the Empowerment Zone. The United Way of Massachusetts Bay provides \$5.4 million through 25 community based agencies providing a variety of services including child care, job training and building affordable housing. In addition, a United Way representative has served as a representative on the EZII Task Force.



## Human Development Agencies

Nearly 40 human development agencies provided letters of support, indicating their willingness to offer a wide variety of programs and services in support of the Boston Connects strategic plan. One such agency, Morgan Memorial Goodwill Industries committed a total of \$15 million over ten years from a variety of public and private sources. La Alianza Hispana offered to publicize the services of the Empowerment Zone to 3,500 Spanish speaking residents, to share its state-of-art computer lab to train Boston Connects staff, and to share expertise in organizational development with other agencies in the Zone.

## Job Commitments

Several institutions committed to providing jobs, job counseling and career development. Some of the concrete examples are:

- Over the next two years, BTVC will generate more than 175 new jobs for EEC residents to be recruited from South Boston, Roxbury, Dorchester and Chinatown. In the first five to seven years, BTVC is projecting to create 400 - 600 jobs.
- Boston Medical Center is currently recruiting for 280 positions and has agreed to recruit applicants living in the Empowerment Zone through publishing employment opportunities in community newspapers, and conducting job fairs for community residents.
- New England Medical Center committed to serving and employing residents in the zone.
- Beth Israel Deaconess Medical Center is committed to providing employment and training opportunities for summer youth and internships.
- Harvard University committed to providing research internships.
- BankBoston, Asian American Bank and Eastern Bank offered to link Empowerment Zone residents with employment opportunities in their firms.
- Marriott Hotels recently trained and hired 105

welfare recipients and is committed to continuing to work with the City to train and hire future Empowerment Zone residents.

## Public Institutions - City, Region, State and Federal

The City of Boston is committed to spending the following resources in support of the Boston Connects proposal:

- \$60 million in health and human services;
- \$14 million in workforce development; and
- Nearly \$15 million in capital improvements in the Empowerment Zone over the next two years.

In addition, the City will leverage the following federal, state and regional resources for the Empowerment Zone:

- \$4.08 million in HUD Home funds;
- \$80 million in HUD HOPE VI funds;
- \$3.36 million in CDBG funds;
- \$57 million in Demo/ Dispo funding from Massachusetts Housing Finance Agency;
- \$642,000 in lead paint removal funding;
- \$1.9 million in Welfare to Work resources;
- \$15 million in Career Centers funding; and
- a \$4 million Welfare to Work grant to the Massachusetts Area Planning Council.

Future resources available and for which the Empowerment Zone will be well positioned to compete include:

- \$1 billion in home mortgages from Fannie Mae;  
\$100 million over 20 years from Life Insurers through MCRC;
- \$40 million a year from property life insurers targeted to small, minority and women-owned business and low and moderate income areas;
- \$25 million in grants for Brownfields funding statewide;
- \$5 million in grants for EC/EZ communities for Brownfields;

- \$15 million in private sector loan guarantees for Brownfields; and
- \$27 million in state funds for training incumbent workers.

### **Capital Investments**

While this was not counted as leverage, there is a tremendous amount of capital investment being made in and around Boston which will result in jobs and business development, including:

- Convention Center (\$700 million);
- Boston Marine Industrial Park (\$15 million);
- South Boston Transitway (\$413 million); and
- South Boston Street Improvements (\$4 million);

### **Legislative and Policy Initiatives Benefiting the Empowerment Zone**

There are several unique state initiatives that will directly impact the Empowerment Zone, providing critical resources and jobs for those in the EZ.

In August, 1998, Governor Cellucci signed into law a measure creating two new investment pools: the Massachusetts Life Insurance Community Investment Initiative (the Life) and the Massachusetts Property and Casualty Community Investment Initiative (the P&C Initiative). The Act phases out certain taxes for life insurance companies and property and casualty companies over a five year period. Each investment pool will receive \$100 million over five years. The funds will operate for 24 years, allowing the funds to revolve and be re-allocated. 40 million per year will be invested in:

- small, women and minority-owned businesses;
- housing and homeownership opportunities for low and moderate-income households or low and moderate-income communities;
- health centers that serve low and moderate-income communities; and
- the Massachusetts Community Development Finance Corporation and the Massachusetts Housing Partnership Fund.

The Massachusetts Capital Resource Corporation, which will administer these funds, has an additional \$100 million to invest over the next 20 years. The Mutual Fund Companies are required to hire 11,125 people over 5 years.

In August of this year, the Governor authorized the Department of Public Health to move to Dudley Square, bringing 1,100 employees.

In 1996, Governor Weld signed an Executive Order establishing an Affirmative Marketing Program in public contracting. An amendment to the authorizing bill for funding for the new Convention Center included language requiring the EEC job guidelines be used. As a result, the construction and operation of the new Convention Center must comply with the job guidelines established for the EEC, which requires that 60 percent of all those hired be residents of the EZ.

The chart on the following page provides specific details on the financial and in-kind resources leveraged.

## Letters of Support and Commitment\*

### Businesses

#### The Ad Club

*supporter* of EZ efforts

#### African Market

*partner* & example of successes from the EEC designation

#### AP Associates

*partner* in providing technical assistance to EZ businesses

#### Aunt Sadie's

*partner* & example of successes from the EEC designation

#### Boston Internet Group

*partner* & example of successes from the EEC designation

#### Boston Advisors

*partner* in the establishment and development of business in the EZ

#### Cliff Marsh International Coiffeurs

*partner* & example of successes from the EEC designation

#### Dancing Deer Baking Company

*partner* & example of successes from the EEC designation

#### Deruko Pharmacy

*partner* & example of successes from the EEC designation

#### DRW Computer Services

*partner* in providing technical assistance to businesses in the EZ

#### Electronic Imaging Center, Inc.

*partner* & example of successes from the EEC designation

#### Hoon Companies, Inc.

*partner* & example of successes from the EEC designation

#### JB Cruz Construction Company, Inc.

*partner* & example of successes from the EEC designation

#### Marriott Hotels

*supporter* in job opportunities to EZ residents

#### Pho Republique

*partner* & example of successes from the EEC designation

#### Polygon Corporation

*partner* & example of successes from the EEC designation

#### Tremont Drug Co.

*partner* & example of successes from the EEC designation

### Business Partners

#### Boston Advisors

*partner* in the establishment and development of business in the EZ

#### Boston Chamber of Neighborhood Commerce

*supporter* of neighborhood based space and business trainings

#### Boston Empowerment Center

*partner* in developing businesses through technical assistance and financial support

#### Business in Partnership with the Community

*partner* in advocating for neighborhood small business in EZ

#### Center for Women and Enterprise

*partner* in providing business assistance to women in the EZ

#### Chinatown Business Association

*partner* in assisting Chinatown residents in business pursuits

\*Actual letters may be found in the Appendix.

**Chinatown Main Street Program**

*partner* in rejuvenating Chinatown businesses

**Dudley Square Main Streets**

*partner* of business development in the EZ

**Egleston Square Main Street, Inc.**

*partner* in promoting business growth in EZ

**Greater Boston Chamber of Commerce**

*supporter* of space and business trainings

**Mission Hill Main Streets, Inc.**

*partner* in jobs and services to EZ residents

**Newmarket Business Association**

*partner* in advocating for Newmarket businesses

**South Boston Chamber of Commerce, Inc.**

*partner* for advocating business enterprises within the EZ

**South Boston Main Streets**

*partner* in providing revitalization opportunities to EZ businesses

**Washington Gateway - Main Streets**

*partner* in providing revitalization opportunities to EZ businesses

**Wellesley Square Associates, LTD.**

*partner* in advocating for neighborhood small business in EZ

**Community Development  
Agencies****CDC Community Business Network**

*partner* in assisting EZ residents to secure new businesses

**Dudley Square Merchants Association, Inc.**

*partner* in building merchants coalition within EZ

**Lena Park Community Development Corporation**

*partner* in providing services children and teens of color in the EZ

**Neighborhood Development Corp. of Grove Hall**

*partner* in training and housing development

**Urban Edge Housing Corporation**

*partner* in providing technical assistance and access to capital

**South End/Lower Roxbury Housing & Planning Coalition**

*partner* in assistance in housing and development in the EZ

**Educational Institutions/Universities****Aquinas College**

*supporter* in lending space and services in education and training

**Boston Higher Education Partnership**

*supporter* with \$112 million investment in student scholarships, pro bono contributions and external grants

**Boston Technical Center**

*partner* in training and education

**Community Action Information Network - UMass Boston**

*supporter* of technology training and technical assistance

**Harvard University**

*partner* in providing educational support, jobs, dental care to young students, and after-school support to school-age children/youth

**Jewish Vocational Services**

*supporter* of technical assistance

**Northeastern University**

*supporter* in providing athletic space, computer labs, conference space, etc.

**Mass. College of Pharmacy and Allied Health Sciences**

*partner* in providing scholarships to Boston high school graduates

**Roxbury Community College***partner* in educating residents of the EZ**Faith Institutions****Black Ministerial Alliance of Greater Boston***partner* in providing advocacy in economic development for EZ residents**New Hope Baptist Church***partner* in providing volunteer services to the EZ**Saints Augustine and Monica Parishes***partner* in volunteer services for EZ residents**United Christian Financial Services Association***partner* in housing and financial training**Way of the Cross Church***partner* in volunteer educational services for EZ residents**Financial Institutions****Asian American Bank and Trust Company***supporter* of \$4 million**BankBoston***supporter* of \$25 million over 5 years, renewable for another 5 years**Boston Private Bank and Trust Company***supporter* of \$4 million**Citizens Bank***supporter* of \$30 million over 10 years**Eastern Bank***supporter* of \$4 million over 10 years**Fleet Bank***supporter* of \$25 million over 5 years, renewable for another 5 years**PNC Bank, New England***supporter* of \$20 million/technical assistance**State Street Bank***supporter* of \$10 million in loans grants and equity**U.S. Trust***supporter* of \$10 million for 5 years, renewable for another 5 years**Hospitals and Health Institutions****Beth Israel Deaconess Medical Center***partner* in providing health care and training & *supporter* of businesses in EZ**Boston Happens Program - Children's Hospital***partner* in providing HIV services and supports**Boston Medical Center***partner* in providing \$46.8m free health care and community benefits in EZ**Brigham and Women's Hospital***partner* in providing \$18.94m free health care and community benefits in EZ**Carney Hospital***partner* & example of successes from the EEC designation**Children's Hospital***partner* providing in health care services as well as job opportunities to EZ residents**Dana Farber Cancer Institute***partner* & example of successes from the EEC designation**Dimock Community Health Center***partner* in providing health care, job opportunities and training**Massachusetts General Hospital***supporter* in health care, job training and job opportunities**Mass. League of Community Health Centers***partner* in building out health care opportunities in the EZ**Neighborhood Health Center***partner* in providing health care and educational services to EZ**New England Medical Center***supporter* in employing and recruiting employees from the EZ

**South Cove Community Health Center**

*partner* in providing health care, job opportunities, adult training and youth services

**South End Community Health Center**

*partner* in providing health care, job opportunities, adult training and youth services

**Whittier Street Neighborhood Health Center**

*partner* in providing health care, job opportunities, adult training and youth services

**Human Development Agencies**

**Action for Boston Community Development**

*partner* in child care, housing and fuel assistance & education

**Asian American Civic Association, Inc.**

*partner* in serving the social/cultural needs of 1<sup>st</sup> & 2<sup>nd</sup> generation Chinese

**Asian Task Force Against Domestic Violence**

*partner* in combating prevalent issues of the EZ, domestic violence

**Associated Day Care Services**

*partner* in providing child care services in the EZ

**Boston Aging Concerns Young and Old United**

*partner* in providing housing & services to EZ residents in need

**Boys and Girls Clubs of Boston**

*partner* in providing youth programming within the EZ

**The Caribbean Foundation of Boston, Inc.**

*partner* in providing jobs to EZ residents

**Casa Esperanza**

*partner* in providing residential rehab facility for women and children

**The Children's Museum**

*partner* in providing curricula for children

**Children's Services of Roxbury, Inc.**

*partner* in providing child advocacy

**Community Family Providers In Action**

*partner* in provider trainings for child care providers in the EZ

**Crittenton Hastings House**

*partner* in child care, education, employment services

**Dorchester Center for Adult Education - FDNH**

*partner* in providing adult education to residents of the EZ

**Ecumenical Social Action Committee, Inc.**

*supporter* in providing training for drug awareness, teen pregnancy and gang violence

**EDCO Youth Alternative**

*partner* in providing educational opportunities in connection with school to career

**El Centro Del Cardenal**

*partner* in providing alternative education services in EZ

**Emmanuel House**

*partner* in child care and educational services

**Federated Dorchester Neighborhood Houses, Inc.**

*partner* in child care, teen programs and adult education classes in the EZ

**Franklin Square House Day Care Center**

*partner* in child care & an example of successes from the EEC designation

**Haitian Multi-Service Center**

*partner* in Haitian human services in EZ

**Julie's Family Learning Program**

*partner* in providing educational services in EZ

**La Alianza Hispana**

*supporter* of space, computer lab, public relations & organizational development

**Morgan Memorial Goodwill Industries**

*supporter* of \$7 million in opportunities to youth and \$15 million in job training

**The Notre Dame Education Center**

*partner* in education and training

**Nuestra Comunidad Development Corporation**

*partner* in housing development loans

**Operation A.B.L.E. of Greater Boston**

*partner* in job search and training

**Paige Academy**

*partner* in providing child care, infants, toddlers and preschoolers

**Project Place**

*supporter* of education/training

**Robinwood**

*partner* & example of successes from the EEC designation

**Roxbury Youthworks**

*partner* in providing delinquency prevention and rehabilitation services

**Shelbourne Computer Learning Center**

*partner* in providing after school programs in the EZ

**South Boston Collaborative Center**

*partner* in providing substance abuse, prevention counseling & education

**South Boston Head Start - A.B.C.D.**

*partner* in providing child care and educational services to the EZ

**South End Neighborhood Action Program - A.B.C.D.**

*partner* in providing human services to residents of the EZ

**S.M.I.L.E. Preschool, Inc.**

*partner* in education, training and day care

**Urban League of Eastern Massachusetts**

*supporter* in providing space, trainings and employment services to the EZ

**Veterans Benefits Clearinghouse, Inc**

*supporter* of office space and committed to additional training for EZ residents

**Waitt House Inc.**

*partner* & example of successes from the EEC designation

**WEATOC/ Were Educators - A Touch of Class**

*partner* in youth development and family health education and prevention program

**YMCA of Greater Boston**

*partner* in job training and education, computer training and access and senior care

**YMCA of Greater Boston - Roxbury Branch**

*partner* in providing education, fitness, childcare, youth sports and elderly programming

**Philanthropy**

**The Boston Foundation**

*partner* in investing in human service organizations within the EZ

**The Riley Foundation**

*partner* in investing in community development and human service organizations within the EZ

**United Way of Massachusetts Bay**

*supporter* of human services with an investment of \$5.4 million for 25 EZ Community-based organizations

**Public Institutions -  
City/Region/State/Federal**

Boston Public Health Commission

*supporter* of \$3.4 million

Boston Health and Human Services

*supporter* of \$60m investment in supportive health and human services to individuals, and families

Boston Police Department

*partner* in providing safety and reducing criminal activity in EZ

Corporation for Business, Work and Learning - State

*partner* in workforce development in EZ

Environmental Protection Agency -Federal Region I

*supporter* in the design and advancement of Boston's environmental goals

Executive Office of Health and Human Services - State

*supporter* of \$132m investment in supportive health and human services to individuals, and families

Department of Employment and Training - State

*supporter* of \$27m for training for incumbent workers

Metropolitan Area Planning Council - Region

*supporter* of \$4m in transportation services and *partner* in welfare to work education

Sustainable Boston - City of Boston

*partner* in supporting Boston's effort to be designated an EZ

Office of Senator John Kerry

*supporter* in Boston's effort to be designated an EZ

Office of Senator Ted Kennedy

*supporter* in Boston's effort to be designated an EZ

Office of Congressman Joseph Moakley

*supporter* in Boston's effort to be designated an EZ

**Quasi-Public Institutions**

Boston Private Industry Council

*supporter* of \$900,000 in education and training for EZ

Fannie Mae

*supporter* of \$1b for 5 years toward a city-wide home mortgage program

Local Initiative Support Corporation

*supporter* of \$6 million in housing, economic & org. development

Massachusetts Capitol Resource Company

*partner* in capital investment in the EZ and risk capital

Massachusetts Development Finance Corporation

*supporter* of \$14m worth of investment in housing and economic development

Massachusetts Housing Finance Corporation

*supporter* of \$56.7m worth of investment in housing and economic development

Neighborhood Reinvestment Corporation

*supporter* \$36 mil. in home ownership development and \$220,000 in tech. support & train.

**Residents**

Nile Clapp

resident *partner*

Alisha Fredrick

resident *partner*





Richard Futrell  
resident *partner*

Sathima Jones  
resident *partner*

Rebecca Lalane  
resident *partner*

Cindy Lau  
resident *partner*

Bryant McEwan  
resident *partner*

Dawn Newcomb  
resident *partner*

Katy Pierce  
resident *partner*

Tijuana Plant  
resident *partner*

Richard Richardson  
resident *partner*

Ketsia Vedrine  
resident *partner*

Helen Wong  
resident *partner*

### **Technology**

East West Development Foundation, Inc.  
*partner* in donating computers to community  
based organizations and EZ residents

HIQ Computer Systems  
*supporter* of donated computer hardware and  
software to schools

IBM  
*partner* in education and training for computer  
literacy

Intel Corporation  
*supporter* of donated computer hardware and  
software to schools

IBEW - Local 103  
*partner* in providing internet and technology  
access to community residents

Microsoft Corporation  
*partner* in technology investments in communities  
and schools

Timothy Smith Fund - City of Boston  
*supporter* of \$1.5 million technical support

### **Utilities**

Bell Atlantic  
*supporter* of \$750,000 for arts and culture,  
\$231,000 for healthcare and an undetermined  
amount for technology infrastructure

Boston Edison  
*supporter* of \$11M, \$2M in job training and  
400-600 new jobs

## RESOURCES LEVERAGED SUMMARY

### SUMMARY

### TOTAL

Company/Organization	Amount Committed	In-Kind Contributions
Business Partners	\$160,000	See list below
Educational Institutions	\$100 M	See list below
Faith Institutions		See list below
Financial Institutions	\$192 M	See list below
Hospitals/Health Care	\$175 M	See list below
Human Development	\$15 M	See list below
Philanthropy	\$11 M	See list below
Public Institutions	\$370 M	See list below
Quasi Public	\$62 M	See list below
Technology	\$42 M	See list below
Utilities	\$21 M	See list below

NOTES: Leverage has been defined by HUD as investments currently being made in the Zone or anticipated in the future. Items denoted by "ACCESS" are considered potential future sources of leverage but are not included in the totals here. Also, 19.4% of Boston public school students reside in the Zone. Therefore, technology investments are calculated by this percentage to represent the impact on the Zone.

### BUSINESS PARTNERS

### TOTAL: \$.16 M

Company/Organization	Amount Committed	In-Kind Contributions
AP Marketing & Communications		Marketing and Communications
Aunt Sadie's Candlestix		Hiring residents for jobs; procure locally
Boston Advisors		Strategic Planning/Probono assistance for projects in Zone. Offer of future partnerships
Center for Community Economic Development	\$160,000 (COPC grant)	Technical Assistance in small businesses, workforce and neighborhood development.
Center for Women & Enterprise		Technical Assistance for women entrepreneurs.
Chinatown Business Association		Promote opportunities for business, jobs and services.
Chinatown Mainstreet Program		Expand business development, job training & placement to new immigrants.
Greater Boston Chamber		Host EZ Board meetings; business mentoring program; business opportunities studies.
Jewish Vocational Service		Business training, technical assistance and access to capital for micro-businesses.
Marriott Corporation		Training/Hiring EZ residents
South Boston Main Streets		Technical Assistance to businesses.

**EDUCATION INSTITUTIONS      TOTAL: \$100 M**

Company/Organization	Amount Committed	In-Kind Contributions
Acquinas College		Educational & Training opportunities; donated space/services.
Boston Higher Education Partnership	\$100 M plus	ESL tutoring; early learning centers; drug/alcohol in service programs; teacher vouchers; Summer College Prep; Training; Scholarships.
University of Massachusetts (CAIN)		Access to information, training and technical assistance.
Harvard University		Assistance from Business School's Initiative for a Competitive Inner City; promotion of early college awareness program; research lab internships; medical assistance; employment; preventive and restorative dental care; tutoring & mentoring; attendance at theatre.
Massachusetts College of Pharmacy		Three full-tuition scholarships; student & faculty volunteers.
Northeastern University		Scholarships; access to athletic facilities, computer labs, conference space, cultural events; Volunteers for tutoring and mentoring.; studies.
Roxbury Community College		Education & Literacy programs.

**FAITH INSTITUTIONS      TOTAL:**

Company/Organization	Amount Committed	In-Kind Contributions
Black Ministerial Alliance of Greater Boston		Establishing 40 after school programs in churches for 2000 minority youth.
New Hope Baptist Church		Programs & Services for Homeless and Elderly; programs for youth.
Saints Augustine and Monica Parishes		8-bed sober home for male teens
United Christian Financial Services		Business Enterprise Training; Technical Assistance Program; Credit Awareness Review Program.
The Way of the Cross Church		School youth programs

**FINANCIAL INSTITUTIONS      TOTAL: \$192 M**

Company/Organization	Amount Committed	In-Kind Contributions
Asian American Bank & Trust	\$4 M	Technical Assistance to small businesses; link residents to jobs
BankBoston	\$50 M	First Community Bank and BankBoston Development Corp.; Corporate buddy to Dudley businesses; micro-business lending.
Boston Private Bank & Trust	\$4 M	
Citizens Bank	\$40 M	
Eastern Bank	\$4 M	Technical Assistance to small businesses; link residents to jobs
Fleet Bank	\$50 M	
PNC Bank	\$20 M	Technical Assistance to small businesses; link residents to jobs
State Street	\$10 M	
U.S. Trust	\$10 M	

**HOSPITALS/HEALTH CARE      TOTAL: \$175 M**

Company/Organization	Amount Committed	In-Kind Contributions
Beth Israel Deaconess Medical Center		Jobs for at-risk youth; education/career development; employment; procurement.
Brigham & Women's Hospital (numbers were calculated for Zone)	\$17.7 M (free care); \$1.25 M (community benefit) for 2 yrs	Job readiness; job training & employment; job fairs
Boston Medical (based figures on 50% of programs to Zone residents)	\$150 M (free care) \$6 M (community benefit) for 2 yrs	Recruiting 280 positions now; job training; ESL; high school and college interns.
Carney Hospital		Internships; skills & education program; GED prep; local procurement.
Dana Farber Cancer Institute		Promotes public health among high-risk and underserved.
Massachusetts General		Job readiness; job training; employment;
MA League of Community Health Centers		Employment; Facility improvements and expanded programs at 5 centers in Zone.
New England Medical Center		Serving and employing Zone residents.
South Cove Community Health Center		Family Life Center; Summer Youth Program

**HUMAN DEVELOPMENT****TOTAL: \$15 M**

Company/Organization	Amount Committed	In-Kind Contributions
Casa Esperanza		Work with at-risk Latino families.
La Alianza Hispana		Space; information dissemination; publicity; share computer lab; train EZ staff; share organizational development expertise.
Morgan Memorial Goodwill Industries	\$15 M	Youth opportunities; Job training for adults.
Urban League of Eastern Massachusetts		Technology Center, employment and training, meeting space.
YMCA of Greater Boston		child care and after school programs; youth development & employment; infrastructure improvements to Y's in Zone.

**PHILANTHROPY****TOTAL: \$11 M**

Company/Organization	Amount Committed	In-Kind Contributions
The Hyams Foundation	\$4 M	
Trefler Foundation	\$1.6 M	
United Way of Massachusetts Bay	\$5.4 M	

**PUBLIC INSTITUTIONS****TOTAL: \$370 M**

Company/Organization	Amount Committed	In-Kind Contributions
Boston Public Health Commission	\$3.4 M	
Corporation for Business, Work & Learning	\$ passes through to City	ESOP program
Boston Career Center System	\$9 M (3 centers@ \$900,000 yr. for zone residents x 10 years	
Metropolitan Area Planning Council	\$4 M (3 yr. Welfare to work transportation project)	
City of Boston Human Services	\$60 M	
City of Boston Job Training Funding	\$14 M	
City of Boston Capital Improvements	\$14.8 million (2 year capital plan)	
City of Boston Technology Investments	\$9.7 M (19.4% of \$50 M pledge)	
Boston Housing Authority*	\$82,937,177	
Boston Housing Authority*	\$6,263,644	
Boston Housing Authority*	\$22,651,678	
Boston Housing Authority*	\$4,030,868	
HUD HOME	\$4,080,000	
HUD Lead Paint	\$642,000	
CDBG	\$3,360,000	
State Human Services	\$132 million	
MA Dept. of Employment & Training	Access: \$27 m for training incumbent workers.	

\*Chart defining BHA estimates is attached to letter from Mayor Menino with other City commitments.

**QUASI-PUBLIC****TOTAL: \$62 M**

Company/Organization	Amount Committed	In-Kind Contributions
Boston Private Industry Council	Counted in Career Center area	
Fannie Mae	Access: \$1 billion program available for home mortgages	*Note: access not counted as match but anticipate aggressively seeking funds.
Local Initiatives Support Corporation	\$3 m. for affordable housing; \$1.5 m. for econ development; \$1.5 m for CDCs; \$200,000 to Dudley	
Massachusetts Capital Resource Co.	Access: \$100 m over 20 years; \$40 million for sm. & min bus; \$25 m. Brownfields; \$5 m. Brownfields	*Note: access not counted as match but anticipate aggressively seeking funds.
Neighborhood Reinvestment Corporation	\$36 M for homeownership; \$100,000 technical assistance; \$120,000 training.	
MASS Development	\$9 M ; \$1 M pre-develop & Brownfields; \$10 M private activity cap.	



**TECHNOLOGY****TOTAL: \$42 M**

Company/Organization	Amount Committed	In-Kind Contributions
East West Education Development	\$5 million (5,000 computers)	
HIQ Computer Systems	\$200,000	700 sq. ft. Teacher Training Facility in Zone
IBM	\$245,000	
Intel	\$776,000 (19.4% of \$4 million based on # of children in zone)	
IBEW 103	\$100,000	
Microsoft	\$110,000 plus \$150,000	
Timothy Smith Fund	\$1.2 M	
Challenge Grant	\$1.1 M (19.4% of \$6.1 million)	Dept. of Energy grant to train teachers.
TIIAP Grant	\$650,000	Networked community centers in Zone.
3 Com	\$200,000 plus \$500,000	
RCN	\$19.4 M (19.4% of \$100 M)	Additional financial and technical commitments to be made in future from cable license.
Cablevision	\$11.6 M (19.4% of \$60 M upgrade); \$465,600 internet access; \$194,000 fund for training and technical assistance.	School-to-Work program.
Boston Edison	\$250,000	

**UTILITIES****TOTAL: \$21 M**

Company/Organization	Amount Committed	In-Kind Contributions
Bell Atlantic	\$9.2 M in future capital investments; \$1.1 M to education, civic and cultural activities	Internships, mentoring, work study, hiring preferences for those in their programs.
Boston Edison	\$11 M (BCTV)	175 new jobs for EEC residents; 400 - 600 jobs in 5-7 yrs.; reduced electric rates for Zone businesses; business outreach; business assistance.

**APPENDIX II: 1990 US CENSUS TRACT MAPS**

### **APPENDIX III: CONSISTENCY WITH SSBG GOALS AND PROGRAM OPTIONS**

The following table identifies the *Boston Connects* programs proposed to be funded under this Empowerment Zone grant. All of the programs are consistent with one or more of the three Social Service Block Grant (SSBG) statutory goals and match one or more of the SSBG statute-based program options. Following the name of each program, the SSBG goal is identified by numbers I, II or III. The SSBG program option is identified with the letters A through D. The SSBG goals and program options are:

#### **SSBG Statutory Goals**

- I. Achieving and maintaining economic self-support for residents, to help them develop and retain the ability to support themselves and their families economically;
- II. Achieving and maintaining self-sufficiency for residents to enable them to become and remain able to care for themselves in daily activities and in the long-term; and
- III. Preventing neglect and abuse and preserving families to protect children and adults who are unable to protect themselves from neglect, abuse or exploitation, and to preserve, rehabilitate or reunite families living in the designated neighborhoods.

#### **SSBG Program Options**

- A. Residential or non-residential drug and alcohol prevention and treatment.
- B. Support training and employment for disadvantaged adults and youths in building affordable housing, public infrastructure and community facilities; or to support non-profit organizations providing short-term training or entrepreneurship or self-employment.
- C. Support projects designed to promote and protect the interests of children and families outside of school.
- D. Support services designed to promote community and economic development and job support; emergency and transitional housing and shelter for homeless families and individuals; programs that support home ownership, education and economic independence for families and individuals.

## **A. Investing in Economic Opportunity and Job Creation**

	<b>SSBG Goal</b>	<b>SSBG Program</b>
1. Entrepreneur Training and Business Development Program	I	D
2. Youth Entrepreneur Program	I	D
3. Loan Fund for Greater Access to Capital	I	D
4. Business Assessment Program	I	D
5. Business Technology Education Program	I	D
6. Post-Loan Technical Assistance Program	I	D
7. Cooperative Purchasing Program for Goods and Services	I	D
8. Regional Industrial Sector Analyses	I	D
9. Opportunity Fairs	I	D
10. Urban Trade Mission Program	I	D
11. EZ Resident Job Goals	I	D
12. EZ Home Center	II	D
13. Landlord Management Assistance	II	D
14. Property Management Employment Program	I, II	B, D
15. Housing Services for the Homeless	II	D
16. The Home Again Program	II	D
17. Abandoned Housing Rehab Initiative	II	D

## **B. Investing in Health and Well-Being**

	<b>SSBG Goal</b>	<b>SSBG Program</b>
1. Family Opportunity Centers	I, II, III	C, D
2. Transitional Housing Opportunities	I, II	A, D
3. Life Skills Reintegration Program	I, II	B
4. Fatherhood Development Program	I, II, III	D
5. Early Childhood Education and Care	I, II	C
6. 2:00 to 6:00 Campaign: Before, After and Out-of-School Services	I, II, III	C
7. Child Care Quality Improvement Program	I, II	C
8. FIRST Link	II, III	C
9. Healthy Families, First Steps, Healthy Baby/Healthy Child	II, III	C
10. Community Learning Centers	I, II	C
11. Adolescent Substance Abuse, Detox and Treatment Services	II, III	A, C
12. Crisis Intervention Services Network	II, III	C, D
13. Day Treatment Center	III	A, C
14. Cancer Prevention/Early Detection Services	II	D
15. Family Health Van	I, II	C, D
16. Re-entering the Job Market Initiative	I, II	B
17. Targeted AIDS/HIV Prevention Program	I	D
18. AIDS/HIV Public Information Campaign	II	D
19. Domestic Violence Prevention Services	II, III	D
20. Child Witness to Violence	III	C

### **C. Investing in Education and Job Readiness**

	<b>SSBG Goal</b>	<b>SSBG Program</b>
1. Adult Education and ESL Services	I, II	D
2. Family Literacy	I, II	D
3. Alternative Education Initiative	I, II	D
4. Apprenticeship Preparedness	I, II	D
5. Skills Training for Careers in Growth Industries	I, II	D
6. Environmental Remediation Training	I, II	D
7. Education in the Workplace	I, II	D
8. Incumbent Worker Training	I, II	D
9. Distance Learning	I, II	D
10. Job Development and Placement Services	I, II	D
11. Continuing Education Initiative	I, II	D

### **D. Community Capacity Building**

	<b>SSBG Goal</b>	<b>SSBG Program</b>
1. Community Based Organizing Assistance Program	I, II	D
2. Training and Professional Development Institute	I, II	D
3. Make Your Voice Count	I, II	D

## **E. Creating the Physical Environment for Change**

	<b>SSBG Goal</b>	<b>SSBG Program</b>
1. Alternative Transportation	I, II	D
2. Environmental Strike Force Coordinator	I, II	D
3. EZ Pride	I, II	D

## **F. Linking the Community Through Technology**

	<b>SSBG Goal</b>	<b>SSBG Program</b>
1. EZ Technology Assistance Corps	I, II	D
2. EZ Technology Support Corps	I, II	D
3. EZ Computers in the Community Program	I, II	D
4. Empowerment Zone Information Access and Communication System	I, II	D
5. EZ Info: Web Site and Comprehensive Information System	I, II	D

## **G. Tax Incentives**

	<b>SSBG Goal</b>	<b>SSBG Program</b>
1. On-site Tax Specialist at the Boston Empowerment Center	I	D
2. Tax Incentive Marketing Program	I	D

**APPENDIX IV: *BOSTON EMPOWERMENT ZONE:***  
***BUSINESS OPPORTUNITIES STUDY***  
by Greater Boston Chamber of Commerce



# **BOSTON EMPOWERMENT ZONE**

## **BUSINESS OPPORTUNITIES STUDY**

Greater Boston Chamber of Commerce  
Fall 1998

## Table of Contents

1. Goals and Executive Summary
2. History of Empowerment Zone & Business Opportunities Study
3. Methodology and Maps
4. Underrepresented Industries Graphs
5. Underrepresented Industries Data
6. Distribution of Companies by Industry
7. Acknowledgments

## Goals and Executive Summary

### Goals:

The underlying goal of this report is to identify economic opportunities within the Boston Empowerment Zone by highlighting underrepresented industries in the Empowerment Zone for the Round Two application process and the grant distribution process. The Empowerment Zone is a valuable economic opportunity for Boston and for the residents in the Empowerment Zone.

### Executive Summary:

Data was collected by industry and zip code within the Empowerment Zone. Methodology of this report can be found in Tab 3. Detailed graphs and charts outlining the underrepresented industries can be found in Tab 4 & 5. Summary information of the 61 industries researched can be found in Tab 6.

### Key Findings:

- The 3 most underrepresented industries are: 1) Security and commodity brokers, 2) Personnel supply services and 3) Management and public relations.
- The accounting, auditing, and bookkeeping industry has 49 companies in the zone, 17 less than expected.
- The underrepresented industries in Roxbury, zip code 02119 include: 1) Engineering and architectural services, 2) Management and public relations and 3) Mailing, reproduction, and stenographic services.
- The underrepresented industries in South Boston, zip code 02127 include: 1) Security and commodity brokers, 2) Engineering and architectural services and 3) Management and public relations.

## Methodology and Maps

### **Empowerment Zone Neighborhoods & Zip Codes:**

Industry level data does not exist for the Empowerment Zone as a whole. Information was collected by zip code within Greater Boston. The "Empowerment Zone" in this report refers to the following 7 zip codes that fall partially or wholly within the Empowerment Zone: 02111, 02118, 02219, 02121, 02126, 02127, 02210. It does not include 02110. Please see the attached maps.

### **Data Source:**

Business representation data for this report was obtained from the *1997 Select Phone Business Directory* CD-ROM. The directory lists businesses by SIC code, company name, address and phone number.

### **Calculation of Underrepresented & Overrepresented Industries:**

Underrepresentation/overrepresentation was obtained by calculating the actual number of companies to the expected number of companies in each zip code for each industry. The expected number of companies was calculated with a two step process: 1) The number of companies in each industry for the City of Boston was divided by the total number of companies in Boston to obtain an industry ratio; 2) This industry ratio was multiplied by the number of companies for each industry in a zip code to calculate the expected number of companies in the zip code.

## Underrepresented Industries Data

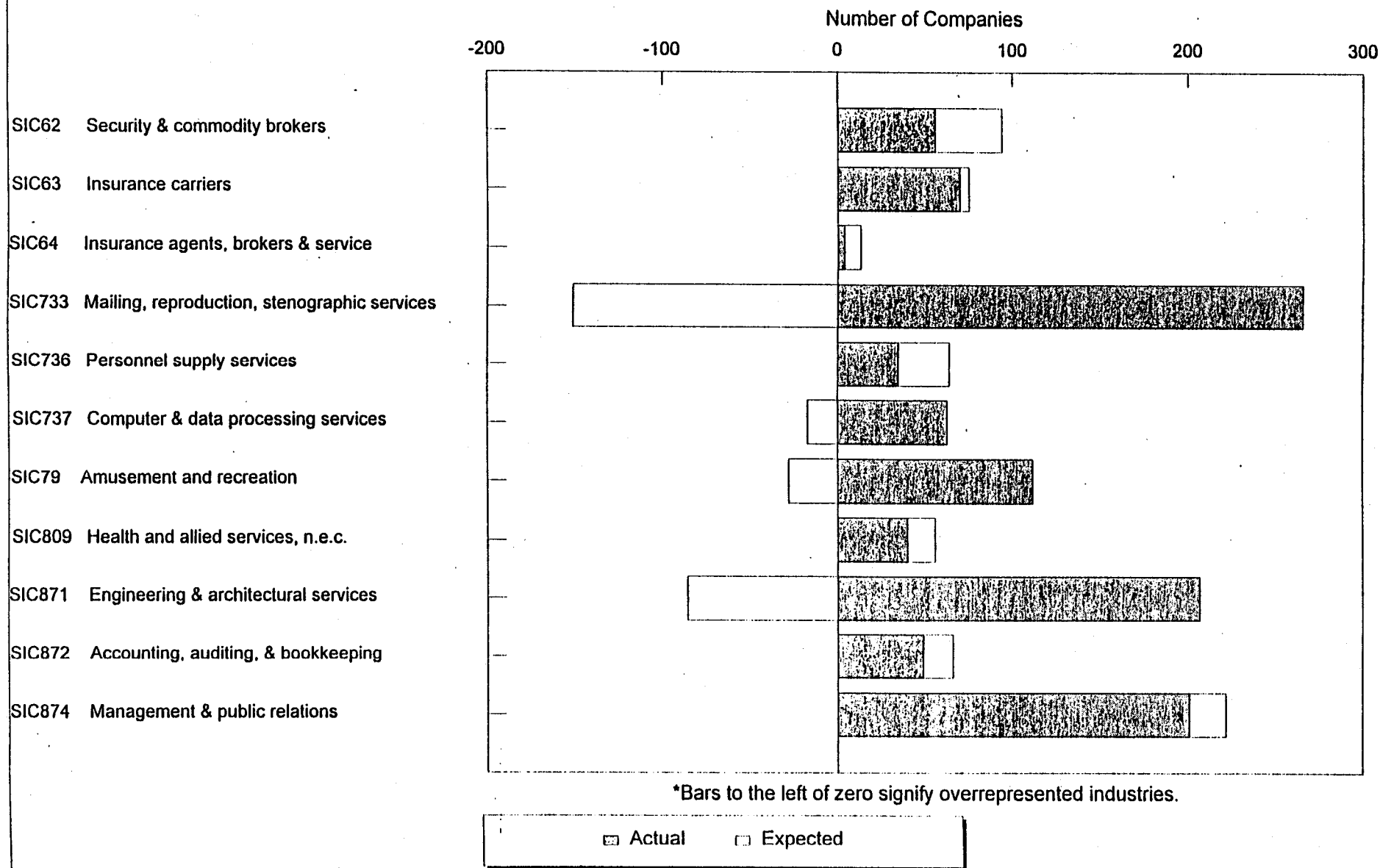
This Tab contains the data used to generate the graphs in Tab 3. Data is provided for each of the 11 highlighted industries in the Empowerment Zone and in each of the 6 zip codes within the Empowerment Zone.

**Actual:** Total number of companies within the industry and given area.

**Expected:** Total number of companies expected to exist within the industry and given area compared to Boston.

**Difference:** Total number of companies that actually exist subtracted from the total number of companies expected to exist.

# Underrepresented Industries- Empowerment Zone



# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries- Empowerment Zone	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	56	94	-38
SIC63 Insurance carriers	70	75	-5
SIC64 Insurance agents, brokers & service	4	13	-9
SIC733 Mailing, reproduction, stenographic services	266	115	151
SIC736 Personnel supply services	35	64	-29
SIC737 Computer & data processing services	63	46	17
SIC79 Amusement and recreation	112	84	28
SIC809 Health and allied services, n.e.c.	40	56	-16
SIC871 Engineering & architectural services	207	121	86
SIC872 Accounting, auditing, & bookkeeping	49	66	-17
SIC874 Management & public relations	201	222	-21

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries- 02111 Central Boston	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	44	47	-3
SIC63 Insurance carriers	26	37	-11
SIC64 Insurance agents, brokers & service	0	6	-6
SIC733 Mailing, reproduction, stenographic services	77	57	20
SIC736 Personnel supply services	24	32	-8
SIC737 Computer & data processing services	42	23	19
SIC79 Amusement and recreation	49	42	7
SIC809 Health and allied services, n.e.c.	15	28	-13
SIC871 Engineering & architectural services	83	60	23
SIC872 Accounting, auditing, & bookkeeping	30	33	-3
SIC874 Management & public relations	98	111	-13



# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries- 02118 South End	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	1	24	-23
SIC63 Insurance carriers	7	19	-12
SIC64 Insurance agents, brokers & service	1	3	-2
SIC733 Mailing, reproduction, stenographic services	40	29	11
SIC736 Personnel supply services	6	16	-10
SIC737 Computer & data processing services	1	12	-11
SIC79 Amusement and recreation	16	21	-5
SIC809 Health and allied services, n.e.c.	5	14	-9
SIC871 Engineering & architectural services	20	31	-11
SIC872 Accounting, auditing, & bookkeeping	0	17	-17
SIC874 Management & public relations	15	56	-41

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries- 02119 Roxbury	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	1	13	-12
SIC63 Insurance carriers	9	10	-1
SIC64 Insurance agents, brokers & service	2	2	0
SIC733 Mailing, reproduction, stenographic services	2	16	-14
SIC736 Personnel supply services	1	9	-8
SIC737 Computer & data processing services	1	6	-5
SIC79 Amusement and recreation	4	12	-8
SIC809 Health and allied services, n.e.c.	2	8	-6
SIC871 Engineering & architectural services	3	17	-14
SIC872 Accounting, auditing, & bookkeeping	4	9	-5
SIC874 Management & public relations	15	31	-16

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries 02121 Roxbury/Grove Hall	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	1	3	-2
SIC63 Insurance carriers	6	3	3
SIC64 Insurance agents, brokers & service	0	0	0
SIC733 Mailing, reproduction, stenographic services	1	4	-3
SIC736 Personnel supply services	0	2	-2
SIC737 Computer & data processing services	1	2	-1
SIC79 Amusement and recreation	0	3	-3
SIC809 Health and allied services, n.e.c.	1	2	-1
SIC871 Engineering & architectural services	0	4	-4
SIC872 Accounting, auditing, & bookkeeping	2	2	0
SIC874 Management & public relations	4	8	-4

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries- 02126 Mattapan	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	0	8	-8
SIC63 Insurance carriers	9	6	3
SIC64 Insurance agents, brokers & service	0	1	-1
SIC733 Mailing, reproduction, stenographic services	2	9	-7
SIC736 Personnel supply services	0	5	-5
SIC737 Computer & data processing services	1	4	-3
SIC79 Amusement and recreation	10	7	3
SIC809 Health and allied services, n.e.c.	4	5	-1
SIC871 Engineering & architectural services	0	10	-10
SIC872 Accounting, auditing, & bookkeeping	3	5	-2
SIC874 Management & public relations	2	18	-16

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries- 02127 S. Boston	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	4	25	-21
SIC63 Insurance carriers	7	20	-13
SIC64 Insurance agents, brokers & service	1	3	-2
SIC733 Mailing, reproduction, stenographic services	36	31	5
SIC736 Personnel supply services	1	17	-16
SIC737 Computer & data processing services	5	12	-7
SIC79 Amusement and recreation	20	22	-2
SIC809 Health and allied services, n.e.c.	7	15	-8
SIC871 Engineering & architectural services	5	32	-27
SIC872 Accounting, auditing, & bookkeeping	5	18	-13
SIC874 Management & public relations	17	59	-42

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

Underrepresented Industries- 02210 S. Boston/Ind.	Number of Companies		
	Actual	Expected	Difference
SIC62 Security & commodity brokers	5	21	-16
SIC63 Insurance carriers	6	17	-11
SIC64 Insurance agents, brokers & service	0	3	-3
SIC733 Mailing, reproduction, stenographic services	108	26	82
SIC736 Personnel supply services	3	15	-12
SIC737 Computer & data processing services	12	10	2
SIC79 Amusement and recreation	13	19	-6
SIC809 Health and allied services, n.e.c.	6	13	-7
SIC871 Engineering & architectural services	96	27	69
SIC872 Accounting, auditing, & bookkeeping	5	15	-10
SIC874 Management & public relations	50	50	0

## Distribution of Companies by Industry Report

This Tab displays all of the company representation data collected for 61 industries in the Empowerment Zone for this report.

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

\*This study compares the number of companies by industry and zip code to the city of Boston.

### MAJOR INDUSTRIES

### SIC CODES

0 Agr. Services, Forestry & Fishing

1 Mining & Construction

2 Manufacturing

3 Manufacturing

4 Transportation & Public Utilities

5 Wholesale Trade

6 Finance, Insurance, and Real Estate

7 Services

8 Services

TOTAL

Boston Totals		ZIP 02111 Central Boston		ZIP 02118 South End		ZIP 02119 Roxbury		ZIP 02121 Roxbury/GH		ZIP 02126 Mattapan		ZIP 02127 S. Boston		ZIP 02210 S. Boston Ind.		Empowerment Zone zip codes	
Total # of Companies	% of Total Co.s in Boston	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected
90	0.3%	6	-3	7	2	2	-1	3	2	1	-1	3	-2	3	-1	19	0
409	1.6%	31	-12	45	23	1	-11	16	13	23	16	143	120	42	23	270	184
734	2.8%	105	28	66	27	0	-22	5	-1	3	-9	112	71	155	120	341	187
450	1.7%	75	28	70	46	37	24	2	-1	7	-1	91	66	30	9	237	142
730	2.8%	79	3	44	5	49	28	9	3	27	15	80	39	55	20	264	111
4250	16.5%	524	80	342	117	258	133	52	19	130	58	438	201	268	66	1488	595
2191	8.5%	190	-39	56	-60	43	-21	16	-1	32	-5	53	-69	65	-39	265	-196
4315	16.7%	443	-8	239	10	198	71	53	20	120	47	308	68	275	70	1193	286
12595	48.9%	1240	-77	497	-171	168	-202	43	-54	92	-121	206	-495	333	-266	1339	-1309
25764		2693		1366		756		199		435		1434		1226		5416	



# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

\*This study compares the number of companies by industry and zip code to the city of Boston.

### WHOLESALE TRADE

#### SIC CODES & SECTORS

	Boston Totals		ZIP 02111 Central Boston		ZIP 02118 South End		ZIP 02119 Roxbury		ZIP 02121 Roxbury		ZIP 02126 Mattapan		ZIP 02127 S. Boston		ZIP 02210 S. Boston Ind.		Empowerment Zone zip codes	
	Total # of Companies	% of Total Co.s in Boston	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected
50- Wholesale Trade- durable goods	565	2.2%	72	13	55	25	46	29	4	-0	8	-2	110	79	91	64	386	267
51- Wholesale Trade- nondurable goods	342	1.3%	53	17	106	88	31	21	12	9	7	1	50	31	100	84	359	287
52- Building Materials & garden supplies	94	0.4%	8	-2	16	11	17	14	4	3	1	-1	33	28	6	2	85	65
53- General Merchandise stores	45	0.2%	4	-1	5	3	10	9	1	1	2	1	8	5	0	-2	30	21
54- Food Stores	300	1.2%	40	9	23	7	24	15	5	3	17	12	37	20	15	1	161	98
55- Automotive dealers & service stations	77	0.3%	6	-2	23	19	25	23	6	5	13	12	31	27	2	-2	106	90
56- Apparel and accessory stores	433	1.7%	61	16	13	-10	16	3	3	-0	16	9	16	-8	2	-19	127	36
57- Furniture and homefurnishings stores	257	1.0%	22	-5	24	10	11	3	3	1	8	4	25	11	15	3	108	54
58- Eating and drinking places	1049	4.1%	124	14	48	-8	29	-2	6	-2	25	7	84	26	24	-26	340	119
59- Miscellaneous retail	1356	5.3%	153	11	54	-18	64	24	19	9	37	14	91	16	52	-13	470	185

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

\*This study compares the number of companies by industry and zip code to the city of Boston.

### FINANCE, INSURANCE & REAL ESTATE

#### SIC CODES & SECTORS

60- Depository institutions

61-Nondepository institutions

62- Security and commodity brokers

63- Insurance carriers

64- Insurance agents, brokers & service

65- Real estate

67- Holding and other investment offices

Boston Totals		ZIP 02111 Central Boston		ZIP 02118 South End		ZIP 02119 Roxbury		ZIP 02121 Roxbury		ZIP 02126 Mattapan		ZIP 02127 S. Boston		ZIP 02210 S. Boston Ind.		Empowerment Zone zip codes	
Total # of Companies	% of Total Co.s in Boston	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected
	131 0.5%	13	-1	3	-4	1	-3	1	-0	1	-1	7	-0	6	-0	32	4
	42 0.2%	7	3	1	-1	2	1	0	-0	1	0	2	-0	1	-1	14	5
	445 1.7%	44	-3	1	-23	1	-12	1	-2	0	-8	4	-21	5	-16	56	-38
	356 1.4%	26	-11	7	-12	9	-1	6	3	9	3	7	-13	6	-11	70	-5
	62 0.2%	0	-6	1	-2	2	0	0	-0	0	-1	1	-2	0	-3	4	-9
	753 2.9%	70	-9	28	-12	21	-1	9	3	12	-1	24	-18	32	-4	196	38
	17 0.1%	2	0	0	-1	0	-0	0	-0	0	-0	0	-1	2	1	4	0

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

\*This study compares the number of companies by industry and zip code to the city of Boston.

### SERVICES

SERVICES	Boston Totals		ZIP 02111 Central Boston		ZIP 02118 South End		ZIP 02119 Roxbury		ZIP 02121 Roxbury		ZIP 02126 Mattapan		ZIP 02127 S. Boston		ZIP 02210 S. Boston Ind.		Empowerment Zone zip codes	
	Total # of Companies	% of Total Co.s in Boston	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected
721 Laundry, cleaning, garment services	136	0.5%	6	-8	11	4	16	12	3	2	6	4	17	9	3	-3	62	33
722 Photographic studios	22	0.1%	0	-2	3	2	1	0	0	-0	0	-0	0	-1	0	-1	4	-1
723 Beauty shops	290	1.1%	34	4	19	4	28	19	9	7	26	21	26	10	1	-13	143	82
724 Barber shops	58	0.2%	2	-4	5	2	14	12	2	2	8	7	7	4	0	-3	38	26
725 Shoe repair and shoeshine parlor	23	0.1%	5	3	0	-1	0	-1	0	-0	1	1	1	-0	0	-1	7	2
726 Funeral service and crematories	18	0.1%	3	1	1	0	7	6	0	-0	4	4	8	7	0	-1	23	19
729 Miscellaneous personal services	242	0.9%	21	-4	22	9	3	-4	0	-2	7	3	23	10	6	-6	82	31
73 Business services	2497	9.7%	275	14	107	-25	49	-24	10	-9	30	-12	101	-38	222	103	794	269
731 Advertising	240	0.9%	25	-0	4	-9	5	-2	0	-2	1	-3	6	-7	26	15	67	17
732 Credit reporting and collection	29	0.1%	5	2	1	-1	1	0	1	1	1	1	0	-2	3	2	12	6
733 Mailing, reproduction, stenographic	548	2.1%	77	20	40	11	2	-14	1	-3	2	-7	36	5	108	82	266	151
734 Services to buildings	90	0.3%	6	-3	7	2	10	7	4	3	7	5	15	10	6	2	55	36
735 Misc. equipment rental and leasing	103	0.4%	16	5	8	3	10	7	0	-1	2	0	21	15	10	5	67	45
736 Personnel supply services	306	1.2%	24	-8	6	-10	1	-8	0	-2	0	-5	1	-16	3	-12	35	-29
737 Computer & data processing services	218	0.8%	42	19	1	-11	1	-5	1	-1	1	-3	5	-7	12	2	63	17
7371 Computer programming services	5	0.0%	1	0	0	-0	0	-0	0	-0	0	-0	0	-0	0	-0	1	-0
7372 Prepackaged software	18	0.1%	4	2	0	-1	0	-1	0	-0	0	-0	0	-1	0	-1	4	0
7373 Computer integrated systems design	8	0.0%	2	1	0	-0	0	-0	0	-0	0	-0	1	1	0	-0	3	1
7374 Data processing and preparation	21	0.1%	4	2	0	-1	0	-1	0	-0	0	-0	1	-0	5	4	10	6
7375 Information retrieval services	9	0.0%	2	1	0	-0	0	-0	0	-0	0	-0	0	-1	0	-0	2	0
7376 Computer facilities management	1	0.0%	0	-0	0	-0	0	-0	0	-0	0	-0	0	-0	0	-0	0	-0
7377 Computer rental and leasing	23	0.1%	6	4	0	-1	0	-1	0	-0	0	-0	1	-0	2	1	9	4
7378 Computer maintenance and repair	19	0.1%	6	4	0	-1	0	-1	1	1	0	-0	0	-1	0	-1	7	3
7379 Computer related services, n.e.c.	125	0.5%	17	4	1	-6	1	-3	0	-1	1	-1	2	-5	6	0	28	2
738 Miscellaneous business services	827	3.2%	82	-4	30	-14	19	-5	3	-3	13	-1	19	-27	52	13	218	44
75- Auto repair, services, and parking	213	0.8%	14	-8	24	13	46	40	24	22	7	3	59	47	13	3	187	142
76- Miscellaneous repair services	253	1.0%	20	-6	32	19	24	17	4	2	1	-3	46	32	14	2	141	88
78- Motion pictures	147	0.6%	16	1	8	0	3	-1	1	-0	11	9	9	1	13	6	61	30
79- Amusement and recreation	400	1.6%	49	7	16	-5	4	-8	0	-3	10	3	20	-2	13	-6	112	28

# Greater Boston Chamber of Commerce

## Boston Empowerment Zone Business Opportunities Study

\*This study compares the number of companies by industry and zip code to the city of Boston.

### SERVICES, CONT.

	Boston Totals		ZIP 02111 Central Boston		ZIP 02118 South End		ZIP 02119 Roxbury		ZIP 02121 Roxbury		ZIP 02126 Mattapan		ZIP 02127 S. Boston		ZIP 02210 S. Boston Ind.		Empowerment Zone zip codes	
	Total # of Companies	% of Total Co.s in Boston	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected	Total # of Co.s	Diff. from expected
801 Offices & clinics of medical doctors	1410	5.5%	162	15	263	188	2	-39	0	-11	13	-11	9	-69	2	-65	451	155
802 Offices and clinics of dentists	337	1.3%	44	9	6	-12	3	-7	1	-2	8	2	14	-5	0	-16	76	5
804 Offices of other health practitioners	451	1.8%	30	-17	46	22	6	-7	0	-3	10	2	23	-2	8	-13	123	28
805 Nursing and personal care facilities	17	0.1%	0	-2	3	2	12	12	1	1	2	2	3	2	0	-1	21	17
806 Hospitals	81	0.3%	6	-2	9	5	1	-1	3	2	3	2	0	-5	0	-4	22	5
807 Medical and dental laboratories	23	0.1%	2	-0	0	-1	0	-1	0	-0	3	3	3	2	0	-1	8	3
808 Home health care services	5	0.0%	0	-1	0	-0	1	1	0	-0	2	2	0	-0	1	1	4	3
809 Health and allied services, n.e.c.	268	1.0%	15	-13	5	-9	2	-6	1	-1	4	-1	7	-8	6	-7	40	-16
82- Educational Services	551	2.1%	37	-21	36	7	32	16	9	5	8	-1	24	-7	5	-21	151	35
83- Social Services	313	1.2%	29	-4	18	1	10	1	8	6	9	4	13	-4	4	-11	91	25
84- Museums, botanical, zoological gardens	207	0.8%	11	-11	6	-5	7	1	0	-2	0	-3	1	-11	10	0	35	-9
86- Membership organizations	672	2.6%	92	22	37	1	57	37	11	6	18	7	40	3	18	-14	273	132
87- Engineering and management services	1973	7.7%	242	36	34	-71	23	-35	6	-9	5	-28	29	-81	152	58	491	76
871 Engineering & architectural services	577	2.2%	83	23	20	-11	3	-14	0	-4	0	-10	5	-27	96	69	207	86
872 Accounting, auditing & bookkeeping	316	1.2%	30	-3	0	-17	4	-5	2	-0	3	-2	5	-13	5	-10	49	-17
873 Research and testing services	95	0.4%	10	0	4	-1	1	-2	0	-1	0	-2	1	-4	4	-1	20	0
874 Management and public relations	1058	4.1%	98	-13	15	-41	15	-16	4	-4	2	-16	17	-42	50	-0	201	-21
89- Services, n.e.c.	48	0.2%	1	-4	3	0	1	-0	0	-0	0	-1	0	-3	5	3	10	-0

## APPENDIX V: ENHANCED ENTERPRISE COMMUNITY BENCHMARKS REPORT CARD

### Economic Development Benchmarks Report Card

#### ***Benchmark #1:***

The Community Advisory Board has voted that all projects funded by the HUD 108/EDI allocation must provide 60 percent of all new jobs to EEC residents.

#### ***Benchmark #7:***

- Develop database of lending by banks and quasi public lenders.
- Increase lending by 50 percent from this baseline.

#### **Participating Entities:**

Boston Empowerment Center, Department of Neighborhood Development, Boston Redevelopment Authority, Jewish Vocational Services, Small Business Administration, private lenders.

The Boston Local Development Corporation (BLDC) has redirected its efforts to the Enhanced Enterprise Community and is now lending approximately 70 percent of its funds to EEC businesses. To date, the program has loaned 16 EEC businesses a total of \$1,197,000 and leveraged an additional \$1,728,000.

#### ***Benchmark #8***

- Develop five (5) major city owned parcels
  1. Lot F, New Boston Seafood Distribution Center
  2. Egleston Center
  3. South End Health Center
  4. Grove Hall Mall
  5. Parcel P 3

#### **Participating Entities:**

Boston Empowerment Center, Department of Neighborhood Development, Boston Redevelopment Authority, Small Business Administration, private lenders.

#### **Action Taken:**

1. *Lot F, New Boston Seafood Distribution Center* is the new home for four existing seafood distribution and processing companies. The companies were forced to move from other South Boston locations because of the construction of the Central

Artery/Third Harbor Tunnel. This new modern facility will allow the companies to continue their operations in South Boston and significantly improve their operating efficiency and sales potential. The expansion of the facility will retain 76 existing jobs and ultimately create 31 new jobs, of which 60 percent will go to EEC residents.

2. *Egleston Center*, a former bus terminal, is now the new home of Fleet Bank and a local minority-owned McDonalds. The development has created 40 new jobs with more than 75 percent of the workers living within the Enhanced Enterprise Community. The owner of the fast food restaurant now has four restaurants with more than 200 employees.
3. *South End Community Health Center* is currently under construction. It is located outside the EEC boundary but primarily serves EEC residents. When complete, the Center will create approximately 96 new jobs. It is being developed on a lot that has been vacant for more than 20 years. This project will bring new economic vitality to a major boulevard located just outside the downtown area of Boston.
- 4/5. *The Grove Hall Mall* and *Parcel P-3* have recently been approved by both the Community Advisory Board and the Governing Board of the Enhanced Enterprise Community for pre-development funds. Both parcels are slated for retail malls. Combined they will create more than 200 new jobs for community residents bringing economic vitality to those communities.

#### ***Benchmark #9***

- Develop technical assistance training programs for no less than five (5) neighborhood business districts in the Enhanced Enterprise Community (training programs structured to develop business plans, marketing plans, the uses and sources of working capital, assessing liabilities, and preparing a budget).
- Provide technical assistance to neighborhood businesses on a one to one basis to develop business plans, marketing plans, bookkeeping accounting, and tax preparation assistance.

#### **Participating Entities:**

Boston Empowerment Center, Department of Neighborhood Development, Main Streets Program, Small Business Administration, private lenders, universities.

#### **Action Taken:**

The Enhanced Enterprise Community has partnered with the University of Massachusetts Minority Business Assistance Center, Bank Boston and the Main Streets districts to develop a training program focusing on small business in the EEC. "Managing the Growth of Your Business" has been in existence for one (1) year. The program is a successful collaboration with the City of Boston's Office of Business Development/Boston Empowerment Center, which provided the recruitment and technical assistance, and the Minority Business Assistance Center (MBAC) at the

University of Massachusetts-Boston School of Management, which provided the facility and the instructors. BankBoston/First Community Bank (FCB) provided the initial funding for the program and input on the curriculum; FCB bank officers provide product presentation. In addition, BankBoston/First Community Bank provided each graduate with a personal computer and Quickbooks Pro Software, the most widely used accounting software for small businesses.

A total of 36 small business owners participated in the program. The participants graduated with newly drafted business and financial plans and have continued access to technical assistance and consultation at the UMass-Boston Minority Business Assistance Center as their businesses grow.

The program was a tremendous success and was recognized in an article in the *Boston Business Journal* and by the U.S. Department of Housing and Urban Development as "What Works" in the Empowerment Zones and Enterprise Communities.

The Enhanced Enterprise Community has entered similar partnerships with *This Neighborhood Means Business*, a local community-based organization that conducts business training programs to the Hispanic business community, and *Working Capital*, a peer lending group that trains home-based businesses and makes capital available in the form of micro-loans ranging from \$500 to \$2,500.

In addition to the technical assistance training programs, the City's Office of Business Development provides funding (\$100,000 CDBG) to operate a technical assistance program that is geared specifically toward individual businesses that have a more immediate need for the development of a business plan, financial plan or bookkeeping services.

- Establish 5 Main Street Programs within the Enhanced Enterprise Community by December 1997.

The Main Street program is an initiative that helps business districts help themselves become more competitive, a commitment to support long term business district revitalization and management with City assistance until local Main Street organizations become permanent, self-supporting entities.

The Main Streets Program has a four point approach.

1. Design: Improving the physical appearance of the commercial district.
2. Organization: Building collaborative partnerships among a broad range of groups, organizations and constituents who need to be involved in the commercial district's revitalization efforts.
3. Promotion: Marketing the commercial district to neighborhood residents, investors, visitors, and others.

4. **Economic Restructuring:** Strengthening the commercial district's existing economic base while gradually expanding it by helping businesses become stronger, recruiting new businesses, and introducing new economic functions into the commercial district.

The Main Streets Program will provide:

- Matching funds over four years to hire a Program Manager for each local Main Street organization.
- Technical assistance and resources in organizational development, and local capacity building from the National Main Street Center and Boston Main Streets.
- A corporate Buddy to provide financial and technical resources for each Main Street organization.
- \$30,000 to prepare economic development and urban design strategies.
- \$100,000 toward physical improvements in the district (1:1 public/private match).
- \$2,000 in 1:1 matching funds annually to support promotional events.

Participating Entities:

Boston Empowerment Center, Department of Neighborhood Development, Main Street Program, Small Business Administration, private lenders, universities, local Chamber of Commerce, community development corporations, local Boards of Trade, local churches and community residents.

Action Taken:

This benchmark has been exceeded. There are now six Main Street districts in the Enhanced Enterprise Community (Egleston Center, South Boston, Dudley Square, Washington Street Gateway, Chinatown and Mission Hill). The establishment of these districts has brought an immediate return on dollars invested by the private and public sector as well as the time invested by community volunteers. There have been 37 new or expanded businesses, resulting in the creation of 327 new jobs. Forty-three businesses within the EEC have participated in the façade improvement program, giving a greater visual appeal that attracts and welcomes customers to the district.

**Benchmark #10**

- Stabilize and revitalize residential areas in Boston's EEC.

Participating Entities:

Boston Housing Authority, Department of Neighborhood Development, private lenders, local non-profit community development corporations, U.S. Department of Housing and Urban Development, local for-profit developers.

Action Taken:

There are 704 units of housing in 44 projects within the Enhanced Enterprise Community that either have been completed, are in construction or have funding committed. The



total development funds for these projects is \$60.8 million; \$19.4 million is financed through HUD.

HOPE VI is a \$100 million investment for the improvement of two public housing developments in the EEC: Mission Hill and Orchard Gardens. At Orchard Gardens, \$30 million has been committed and construction is underway for the development of 635 units of town houses and duplex units. Nineteen million dollars has been committed for the rehabilitation of 126 units. Mission Main has received a commitment of \$50 million for new development of new townhouse units.

## **Human Services Benchmarks Report Card**

### ***Benchmark #2***

- Involve 100 employers/businesses from the EEC in a series of 3 focus groups between July and November 1996 to ascertain the skills and competencies required to qualify residents for employment.

### **Action Taken:**

This benchmark has been achieved. More than 100 employers/businesses have participated in employer advisory focus groups. These included two focus groups held at the Boston Empowerment Center and a seminar co-sponsored by the Center for Community Economic Development, the Boston Private Industry Council, Jobs and Community Services and the Enhanced Enterprise Community entitled "What Employers Want." We are in the process of forming an ongoing employer focus group that will advise the planning process for future job training programs.

Additionally, we host specific employer advisory groups around specific industries on an as-needed basis. For example, the EEC worked collaboratively with Women in the Building Trades, a community-based organization, to respond to a NOFA released under the Job Training Partnership Act (JTPA) Title IV-D, Demonstration Program: Women in Apprenticeship and Nontraditional Occupations. The Women in Apprenticeship and Nontraditional Occupations (WANTO) program provides grants to community-based organizations to deliver technical assistance to private sector employers and labor unions to prepare them to increase the recruiting, training, promotion, and retention of women in apprenticeship and nontraditional occupations in their workplaces. In responding to this NOFA, we hosted an employer focus group of potential employers who have jobs/careers in information technology and manufacturing.

Other activities included a Job Fair in which 52 employers participated held April 30, 1998 at the Bayside EXPO Center. Over 1,000 EEC residents participated in the job fair. Feedback from the employers participating in the fair indicates that more than 100 EEC residents were hired.

### ***Benchmark #3***

- 200 EEC residents will be trained. Enroll 40 individuals by December 1996 in job training programs, which include prevocational, work readiness training. An additional 160 will be trained by December 1997.

#### **Action Taken:**

This benchmark is complete. At the completion of FY 99, 270 residents will have received job-training services.

The EEC, in collaboration with the City's Career Centers, sponsored four job fairs in September and October 1996. The fairs were held in four communities in the EEC (Roxbury, Chinatown, South Boston, and North Dorchester). 997 city residents participated in the fairs. 500 residents received vouchers confirming their eligibility to participate in training based on their residency. Fifty-eight community-based organizations participated in the training of residents of the EEC in a variety of areas including health, computer training, office skills training, HVAC and building construction rehabilitation.

In July, 1998, \$200,000 was allocated for additional education and training programs for EEC residents. This was leveraged with Job Training Partnership Act funds of \$1 million.

EEC resources were used to fund the following organizations in FY 99.

#### **Program**

New England Shelter for Homeless Veterans  
Boston Technical Center  
ABCD  
Dimock Community Health Center  
Crittenton Hasting House  
YMCA/ Training Inc.  
Morgan Memorial Goodwill Industries

#### **Type of Training**

Commercial Drivers License  
Cable TV Installation/Repair  
Early Childhood Education  
Dental Assistant  
Food Services  
Computer Office Support  
Computer & Office Skills

### ***Benchmark #4***

- 200 EEC residents will complete adult basic education, ESL, GED and work readiness programs. Enroll 40 individuals by December 1996 and an additional 150 by December 1997.

#### **Action Taken:**

This benchmark was met as of July 1998. An additional 100 EEC residents will enroll in adult basic education programs. This will bring the total to approximately 210 EEC residents participating in adult basic education. EEC residents will have a variety of outcomes upon completion of the programs including completion of their individual

education and job placement. The following programs were awarded contracts to provide adult basic education services to residents of the EEC in FY 99.

**Program**

Project Place  
Dimock Community Health Center  
La Alianza Hispana

WAITT House

Notre Dame Academy

**Type of Service**

ABE, focus on attaining GED and jobs  
Pre-GED, GED focus on attaining GED/jobs  
ESL, ABE, Pre-GED focus on high school diploma and jobs  
ESL, ABE, pre-GED, high school diploma, jobs  
ABE, pre-GED, ESL, GED, high school diploma, jobs

**Benchmark #5**

- 100 out of school/youth-at-risk will be provided access to alternative education programs by December 1997. Increase follow-up and counseling services to support youth in transitioning to employment, skills training or higher education after attainment of high school diploma or GED.

**Action Taken:**

Slightly fewer than the 100 students as originally planned were served under this benchmark. This is due to the increased case management resources needed to appropriately serve this population.

In September 1997, three alternative education programs were funded to provide alternative education services to residents of the EEC over an eighteen-month period. The programs funded were EDCO Collaborative, El Centro del Cardenal, and Federated Dorchester Neighborhood Houses as the lead agency for a collaborative consisting of Federated Dorchester Neighborhood House (Log School), Roxbury YouthWorks, and ESAC. Forty-seven students were enrolled in these programs as of April 1, 1998.

All three programs submitted refunding packages to continue providing alternative education services in FY99, serving 46 additional students, bringing the total to 93 students served under this benchmark.

Overall, enrollments and outcomes matched planned numbers and performance standards. All three programs have developed working partnerships with the Private Industry Council for career exploration, job readiness, job placement and follow-up services. However, as expected, this is a very challenging population to serve. Retention has been identified as the major issue. All programs have therefore over enrolled in an effort to achieve the planned outcomes. Many students start the programs but fail to attend on a consistent basis due to personal difficulties such as housing, illness of children, the need to work, and health problems. Case management services have proven to be crucial in serving this population.

The three programs were carefully evaluated in the spring of 1998, and programmatic changes were made to ensure that the program designs met the needs of the enrollees. For example, in the coming fiscal year, Federated Dorchester Neighborhood Houses Collaborative will not only offer morning classes but has added an evening class as well. A part-time teacher is being added to teach the evening class. These class schedules and new staffing patterns will allow students time to both work and complete their education. All programs have intensified their case management efforts.

Additionally, in the Summer of 1997, Boston applied for and was granted a Youth Opportunity Area grant of \$2.5 million from the U.S. Department of Labor to provide alternative education, job readiness and job placement services to the residents of a subsection of the EEC which includes South Boston and Orchard Park/ Dudley community.

***Benchmark #12***

- Expand access to child care services and improve the quality of child care services creating 340 new child care slots and purchasing/leveraging 60 slots in existing programs.

**Action Taken:**

The state of child care in the EEC was of great concern to the Human Service Committee of the Community Advisory Board. For the past two years, EQUIP, a program of Associated Day Care Services, has conducted an annual study of child care in the city. The advisory committee commissioned EQUIP to conduct a similar study of child care in the EEC.

The survey of child care in the EEC revealed that the quality of child care and family child care providers was a major concern. Therefore the EEC contributed \$50,000 of its child care resources via small grants to child care providers to improve quality in four areas (accreditation, facilities, teacher training, and parent involvement.) These quality improvement grants benefited 1,450 children.

In terms of access to child care services, more than 225 families have received information, referral and follow up services regarding child care availability and access to care.

Additionally, a \$750,000 grant was obtained from HUD to provide child care for children living in four public housing developments in the EEC: Mission Main; Orchard Park; Franklin Hill; and West Broadway. The grant also serves families who were homeless or at risk of being homeless. This is an 18-month grant, which ends in October 1998. 100 children received child care as a result of this grant.

Finally, an Early Education Learning Center, at the cost of \$9 million has been constructed in the EEC. The Center provides an additional 340 slots for 3-5 year olds for early educational programming.

***Benchmark #13***

- Expand access to day care services by enlisting EEC employers and collaborative efforts with nearby day care providers.

**Action Taken:**

A series of Employer Advisory focus groups were held at the BEC. We took this opportunity to talk to EEC employers about supporting families.

The EEC staff developed a "family friendly" brochure that employers could use as a guide to develop more flexible policies to allow families more quality time together. It also talks about the benefits, to employers as well as employees, of early education and day care. These brochures were made available to EEC employers and potential EEC Employees.

A "Day Care Resource Guide" for residents of Boston's Enhanced Enterprise Community was also developed. This brochure spelled out the eligibility for varying types of day care subsidies. It listed all pertinent phone numbers related to issues surrounding day care. It also listed all of the day care centers in the EEC.

BEC Human Service staff serve on several advisory groups that have developed materials that deal specifically with families and child care. This information is readily available and is distributed to Employers.

We have worked diligently with Boston EQUIP. This project, still ongoing, is a research and intervention project to improve the quality of Boston's public and private care and education programs.

EEC staff are active in advocating for legislative and budget issues regarding child care. The EEC is an active member of Boston Childcare Alliance and the Zero to Eight Coalition.

***Benchmark #14***

- Develop a community/public information campaign to market the opportunities that exist in the EEC to businesses and residents of the EEC within the first year.

**Action Taken:**

A team of marketing consultants has completed a marketing strategy for the EEC.

***Benchmark #15***

- Increase EEC resident's access to computer and other telecommunication technology and training to ensure basic competency for jobs in the 21<sup>st</sup> century.

**Action Taken:**

The technology committee of the CAB has been very active. The City of Boston commissioned a study of technology in the Zone. The EEC Technology Research Report evaluates the resources needs of the EEC. The City of Boston's MIS Department commissioned the evaluation. The committee is in the process of hiring a Technology Consultant to perform the tasks under the technology benchmark.

## **APPENDIX VI: FISCAL MANAGEMENT SYSTEMS**

EDIC has established excellent fiscal management systems, and has a proven track record in managing multiple projects, responsibilities, grant programs and funding sources. EDIC's annual audit is performed in accordance with generally accepted auditing standards, Government Auditing Standards established by the Comptroller General of the United States, and Office of Management & Budget (OMB) Circular A-133.

EDIC maintains a fully automated accounting system utilizing American Fundware's Fund Accounting software package installed on a LAN system. The major components of the system are:

- o General Ledger Financial Reporting
- o Project/Grant Financial Reporting
- o Cost Allocation
- o Extended Report Writer
- o Accounts Receivable
- o Accounts Payable
- o Fixed Assets

All accounting records are maintained on an accrual basis, with revenues and expenditures coded separately by department, grant, title, and other criteria where necessary. Examples of other criteria include subcontractor organizations and cost classification categories required by various grants managed by EDIC. All records are maintained for a minimum of seven (7) years.

EDIC has clear written procedures for all major administrative and fiscal systems, including procurement, contracting, cash management and fiscal reporting. An extensive prior review and approval process is required for all grant-related disbursements.

Financial statements with budgetary information are prepared monthly and presented to the EDIC Board of Directors. Payrolls are prepared on a weekly basis on an automated system, and transmitted via modem to ADP. ADP prepares the actual checks and tax filings.

EDIC's fiscal management systems are reviewed annually by the State's Corporation for Business, Work & Learning (CBWL) for the purpose of being certified in accordance with specific state and federal administrative standards. This annual certification is a prerequisite for receipt of certain federal grant funds, such as those awarded under the Job Training Partnership Act (JTPA).

Currently EDIC contracts directly with the U.S. Department of Labor for a Job Training Partnership, Title III, Demonstration Program for Dislocated Worker Technology (Grant # N-6845-8-00-87-60-\$750,000), and a Job Training Partnership Act (JTPA) Out of School Youth Opportunity Area program (Grant #F-6275-7-00-80-60-\$2,208,099). EDIC is also approved to directly receive federal funds through DHHS's Smartlink II/ACH (Automated Clearing House) payment system. This streamlined disbursement process ensures a faster, efficient, and more enhanced method of receiving federal dollars, which in turns allows EDIC greater flexibility in meeting the fiscal needs of its contractors/programs.



## APPENDIX VII: EZII Community Task Force and Working Groups

Members of the EZII Community Task Force represent different geographic areas of the Zone, social service providers, businesses, political leaders, residents and representatives of government agencies. In addition to providing their own expertise and representation, they also communicated extensively with their constituencies to gain a fuller understanding of the community's need and the priorities for Round II funding.

Following is a list of the members of the EZII Community Task Force and the various Working Groups (including municipal, state and federal government representatives).

### EZII Community Task Force

<u>Name</u>	<u>Affiliation</u>
Mary Baker	S.M.I.L.E. Pre-School
Kenneth Barnes	Jobs & Community Services, City of Boston
Lilly Berry	Resident, South Boston
Jeannette Boone	Four Corners Development Corporation, South End
Anne Marie Booth	Asian American Resource Workshop
Rick Bryant	Massachusetts League of Community Health Centers
Shirley Carrington	Enhanced Enterprise Community
Steven Catalano	Boston Police Department
Paul Christian	Office of Senator Stephen Lynch
Ralph Cooper	Veterans Benefits Clearinghouse
Jay La Croix	Minority and Women's Business Enterprise, City of Boston
Gloria Cross	UMass Boston
Pat Cusick	South End Neighborhood Partnership
Sherry Dong	Mayor's Office of Neighborhood Services
Amy Donovan	Boston Redevelopment Authority
Constance Doty	Jobs and Community Services, City of Boston
Barbara Ferrer	Boston Public Health Commission
Jovita Fontanez	Latinas Y Ninos
Representative Gloria Fox	Massachusetts House of Representatives
Evelyn Friedman	Nuestra Comunidad CDC
Robert Gehret	Department of Neighborhood Development, City of Boston
Michael Glavin	BankBoston
Michael Griffin	Mayor's Office of Community Partnerships
Charles Grigsby	Department of Neighborhood Development, City of Boston
Deborah Griswold	HUD New England
Linda Haar	Boston Redevelopment Authority

Kathy Handes	Office of Business Development, City of Boston
Joanne Hilferty	Goodwill Industries Morgan Memorial
Tina Janey-Burrell	U.S. Department of Health and Human Services
Rev. Frank Kelley	The Way of the Cross
Meg Kiely	Boston Redevelopment Authority
Robert Kinney	First Inc.
Mary Knasas	Department of Neighborhood Development, City of Boston
Kathy Kottaridis	Office of Business Development, City of Boston
Rebekah Lashman	Boston Private Industry Council
Chau-Ming Lee	Asian American Civic Association
Barbara Loftus	South Boston District Court
Carlos Martinez	La Alianza Hispana
Virginia Mayer	City of Boston
Father Thomas McDonnell	St. Augustine Church, South Boston
William McGonagle	Boston Housing Authority
Stan McLaren	Boston Healthy Start
Debra McLaughlin	Massachusetts Office of Health and Human Services
Robert Monahan	Boys & Girls Clubs of Boston
Earl Moore	Office of Congressman Joseph Kennedy
Alana Murphy	United Way of Mass Bay
Reginald Nunnally	Enhanced Enterprise Community
Liz O'Connor	Boston Police Department
Mary Ellen O'Driscoll	Massachusetts League of Community Health Centers
Ngozi Oleru	Boston Public Health Commission
Ted Park	Office of the Massachusetts Senate President
Margaret Pless-Hunter	Boston Public Health Commission
Joanne Pokaski	Boston Redevelopment Authority
Kattie Portis	Mayor's Office, Substance Abuse Policy Advisor
Louis Prado	Egleston Square Main Streets
Delores Richardson	Office of State Representative Shirley Owens-Hicks
Gareth Saunders	Boston City Council
Cynthia Scott	Roxbury Community College
Chris Sieber	Action for Boston Community Development
Edna Smallwood	Grant Manor Tenant Association
Harold Sparrow	YMCA of Greater Boston
Joyce Stanley	J&S Consulting/Dudley Square Main Streets
Cheng Imm Tan	Asian Task Force Against Domestic Violence
Adalberto Teixeira	Office of Human Services, City of Boston
Nancy Tentindo	Boston Redevelopment Authority
Janet Van Zandt	Boston Aging Concerns - Young and Old
Michael Vance	Action for Boston Community Development
Juanita Wade	Office of Human Services, City of Boston
Joan Wallace-Benjamin	Urban League of Eastern Massachusetts
Senator Dianne Wilkerson	Massachusetts Senate
Victoria Williams	Office of Civil Rights, City of Boston

Brooke Woodson  
Josh Young

Minority and Women Business Enterprise, City of Boston  
Action for Boston Community Development, Inc.

### **Human Services Working Group**

<u>Name</u>	<u>Affiliation</u>
Kenneth Barnes	Jobs and Community Services
Lilly Berry	Resident, South Boston
Jeanette Boone	Four Corners Development Corporation, South End
Shirley Carrington	Enhanced Enterprise Community
Ralph Cooper	Veterans Benefits Clearinghouse
Gloria Cross	University of Massachusetts, Boston
Sherry Dong	Neighborhood Services, City of Boston
Amy Donovan	Boston Redevelopment Authority
Conny Doty	Jobs and Community Services, City of Boston
Barbara Ferrer	Public Health Commission
Jovita Fontanez	Latinas Y Ninos
Michael Griffin	Office of Community Partnerships
Joanne Hilferty	Morgan Memorial Goodwill Industries
Tina Janey-Burnell	US Department of Health & Human Services
Rebekah Lashman	Boston Private Industry Council
Carlos Martinez	La Alianza Hispana
Bill McGonagle	Boston Housing Authority
Stan McLaren	Boston Healthy Start
Debra McLaughlin	Massachusetts Office of Health and Human Services
Daniel Mullen	Veterans Benefits Clearinghouse, Inc.
Sherry O'Brien	Enhanced Enterprise Community
Liz O'Connor	Boston Police Department
Ted Park	Office of the Senate President
Kattie Portis	Mayor's Office, Substance Abuse Policy Advisor
Chris Sieber	Action for Boston Community Development, Inc.
Edna Smallwood	Grant Manor
Harold Sparrow	YMCA of Greater Boston
Nancy Tentindo	Boston Redevelopment Authority
Mike Vance	Action for Boston Community Development, Inc.
Juanita Wade	Office of Human Services, City of Boston

### **Economic Development Working Group**

<u>Name</u>	<u>Affiliation</u>
Shirley Carrington	Enhanced Enterprise Community
Appolo Catala	Catala & Mervice, P.C.

Joscelyn H. Evering  
 Joseph Feaster  
 Evelyn Freedman  
 Michael Glavin  
 Charles Grigsby  
 James Klocke  
 Kathy Kottaridis  
 Stan McLaren  
 Alana Murphy  
 Martin Nee  
 Reginald Nunnally  
 Ted Park  
 Todd Payton  
 Joanne Pokaski  
 Luis Prado  
 James Roberts  
 Chris Sieber  
 Joyce Stanley  
 Mike Vance  
 Mary Ellen Yates

Harvard Street Neighborhood Health Center  
 Feaster Enterprises  
 Nuestra Comunidad  
 BankBoston  
 Department of Neighborhood Development, City of Boston  
 Boston Chamber of Commerce  
 Office of Business Development, City of Boston  
 Boston Healthy Start  
 United Way of Massachusetts Bay  
 South Boston Neighborhood Development Corporation  
 Enhanced Enterprise Community  
 Office of the Senate President  
 Payton Consulting Group  
 Boston Redevelopment Authority  
 Egleston Square Main Streets  
 Cauty/Jackson Food Corp.  
 Action for Boston Community Development, Inc.  
 J. S. Consulting  
 Action for Boston Community Development, Inc.  
 Greater Boston Chamber of Commerce

### **Technology Working Group**

#### Name

Shirley Carrington  
 Gloria Cross  
 Ed DeMore  
 Stephen Farrell  
 Bob Fleming  
 Steve Gag  
 Scott Garren  
 Charlotte Kahn  
 Meg Kiely  
 Leonard Lee  
 Ted Park  
 Geeta Pradham  
 Felicia Robb

Mike Ross  
 Todd Simms  
 Deborah Snow

#### Affiliation

Enhanced Enterprise Community  
 University of Massachusetts, Boston  
 Boston Redevelopment Authority  
 EastWest Foundation  
 COB Trust Office  
 Mayor's Office, Technology Advisory  
 Garren Shay Assoc.  
 The Boston Foundation  
 Boston Redevelopment Authority  
 Dorchester Head Start/ABCD  
 Office of the Senate President  
 Sustainable Boston  
 Boston Public School Department, Office of Instructional  
 Technology  
 MIS Department, City of Boston  
 MIS Department, City of Boston  
 CTC Net/EDC

**APPENDIX VIII:           LEGISLATIVE INITIATIVES  
IMPACTING THE EMPOWERMENT ZONE**

The Commonwealth of Massachusetts has recently passed legislation that supports revitalization efforts and economic opportunity in the Empowerment Zone. Following are three such Acts that have been referenced in the text of *Boston Connects People to Economic Opportunity*. They are:

- An Act Relative to the Construction and Financing of Convention and Exhibition Centers in the Commonwealth.  
(Please note that due to the length of this document, only the sections that are relevant to the Empowerment Zone have been included.)
- An Act Insuring Community Investment and the Equitable Taxation of Insurance Companies in Massachusetts.
- An Act Authorizing Long Term Leases for Offices for the Department of Public Health in the Dudley Square Area of the City of Boston.

## Chapter 152 of the Acts of 1997

### AN ACT RELATIVE TO THE CONSTRUCTION AND FINANCING OF CONVENTION AND EXHIBITION CENTERS IN THE COMMONWEALTH.

*Whereas*, The deferred operation of this act would tend to defeat its purpose, which is to construct and finance forthwith convention and exhibition centers in the commonwealth, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

**SECTION 1.** It is hereby found and declared that the development of convention and exhibition centers of sufficient size and having adequate facilities to attract and accommodate large national and international groups who wish to conduct conventions, exhibitions and other similar events within the commonwealth is beneficial to the economic development of the commonwealth and the general welfare of its citizens. Major conventions and conferences of such groups represent an important facet of the tourism industry for which there is an ever increasing market on both a national and an international scale. The lack of adequate convention and exhibition facilities within the commonwealth with the capacity to service major national and international conventions has impaired the commonwealth's ability to compete within that market and to develop this important aspect of our tourism industry. There is, however, satisfactory evidence that a substantial number of national and international conventions which cannot be accommodated by facilities currently available in the commonwealth could be induced to locate their activities within the commonwealth if a suitable convention and exhibition center is developed. It is further found and declared that by attracting nonresident visitors to the commonwealth through the development of a suitable convention and exhibition center, it is expected that substantial economic development will be stimulated in such tourism-related industries as transportation, hotels, restaurants, recreation, entertainment and retail sales establishments. Stimulation of these industries will in turn promote the overall economic development of the commonwealth and will provide new and enhanced employment opportunities for its citizens. In addition, the development of suitable convention and exhibition centers will further promote the economic health of the commonwealth by encouraging private investment and development. Thus, the development of convention and exhibition centers will increase the tax base, provide important, new employment opportunities and otherwise benefit the general welfare of the citizens of the commonwealth.

In order to obtain full occupancy and utilization of major convention and exhibition centers by national and international conventions, it is further found and determined that the most appropriate location for a convention and exhibition center is within the city of Boston. That location affords immediate access to the primary transportation facilities within the commonwealth which would be used by such national and international groups. The city of Boston and the communities within its immediate vicinity also have at present, and are expected to further develop in the immediate future, the necessary hotel and related service establishments with the capacity to accommodate major national and international conventions. Moreover, the greater Boston area is endowed with unique historical, recreational and entertainment attractions which should prove to be a valuable asset in attracting major national and international conventions to the commonwealth. In order to obtain full occupancy and utilization of a major convention and exhibition center by national and international conventions, such a convention and exhibition center shall contain approximately 600,000 square feet of contiguous exhibition space and related facilities.

It is further found and declared that the acquisition and financing by the city of Boston of a suitable site within that city for a convention and exhibition center is in furtherance of a public purpose and will provide an essential stimulus to the development of the facility and the economic health and development of the city and the community adjacent to the convention and exhibition center. To assure that those principally benefited by a convention and exhibition center bear most of its costs, it is also appropriate that costs incurred by the city of Boston to acquire the site of the facility be financed and paid to the fullest extent possible from room occupancy revenues to be received by the city from increased hotel activity stimulated by construction and operation of the convention and exhibition center.

It is hereby further found and declared that there exists in the cities of Springfield and Worcester the need for the construction, renovation and expansion and marketing of civic and convention centers for holding conventions, conferences, exhibitions, meetings, shows and other similar events.

It is further found and declared that development of a suitable convention and exhibition center in the city of Boston and the construction and renovation of facilities in the cities of Springfield and Worcester and the financing of the costs of construction thereof by the commonwealth and the expenditure of public funds for such purpose as provided in this act are in furtherance of a public purpose and in the best interests of the commonwealth. Nonresident visitors to the convention and exhibition center may be expected to take advantage of the many hotels, restaurants, entertainment establishments and stores within the commonwealth, which will in turn generate substantial, new revenues to the commonwealth through room occupancy, meals and sales taxes within the immediate area of the convention and exhibition center and elsewhere in the city of Boston and the communities within its general vicinity and within and surrounding the cities of Springfield and Worcester. The development of a new convention and exhibition center also warrants the imposition of a special convention and exhibition center financing fee on room occupancy in the cities of Boston, Cambridge, Springfield and Worcester in

The South Boston Community Development Foundation or foundation shall consist of a committee of nine members: three members appointed by the governor who shall be business owners from the locally impacted neighborhood; three members appointed by the mayor who shall be representatives of local social service agencies; the senator from the first Suffolk district or his designee, who shall be a non-voting member; the representative from the fourth Suffolk district or his designee, who shall be a non-voting member; and the Boston city councilor from District two or his designee; all of whom, with the exception of the elected officials, shall be residents of South Boston and shall serve a two year term which may be extended by reappointment.

The Community Development Fund shall consist of monies held in a Massachusetts Charitable Trust, to be placed in a money market interest-bearing account to be administered by the South Boston Community Development Foundation.

(ii) Notwithstanding the prohibition against gate shows in subsection (d) of section 15, in consideration of the project's impact, the Authority shall allow the South Boston Community Development Foundation to sponsor no less than three charitable events annually at the Boston Convention and Exhibition Center, and shall include access to on site parking facilities. Said events shall be scheduled mutually by the Authority and the foundation so as not to conflict or interfere with the regular operation of the Boston convention and exhibition center. Said community events shall not compete with the Boston exhibition and convention center and shall not solicit any event previously hosted by the Hynes convention center, the World Trade Center or the Bayside Exhibition Center in the ten year period before the effective date of this act, without the consent of the affected facility. Said events shall be sponsored by the foundation for the purposes set forth in this subsection; provided, further, that the net proceeds of said events shall not be used for any purpose other than those described in this subsection. The Authority shall deposit said proceeds, including, but not limited to, on site parking fees in the Community Development Fund.

(iii) The South Boston Community Development Fund shall consist of the net proceeds and fees generated by the three charitable events described in paragraph (ii) in addition to any other contributions that may be deposited in said fund from time to time.

(iv) The South Boston Community Development Foundation shall dispense funds, from time to time, from the Community Development Fund for the benefit of the South Boston residential, charitable and business communities which may be adversely impacted by the project.

(v) The foundation shall file a detailed report of its income and expenditures, on or before October 1 of each year, with the secretary of administration and finance and the house and senate committees on ways and means.

**SECTION 5.** (a) Subject to section 13, the Authority is hereby authorized and directed to acquire from the redevelopment authority by conveyance as provided in section 3, all lands, properties, rights, air rights, sub-surface rights, easements and other interests within the convention center development area, and to acquire, develop, lease, construct, improve, furnish, equip, finish and otherwise carry out the project thereon, and to own, operate, lease, sub-lease, license, promote, maintain, improve and rehabilitate the same, either directly or indirectly in whole or in part through agents, lessees, contractors, concessionaires or others, subject to the provisions of this act. No person shall be precluded by chapter 7 or chapter 268A of the General Laws from participating by contract or otherwise in the activities of the commonwealth, the authority, the city or the redevelopment authority with regard to the planning, acquisition, construction and operation of the project solely by reason of a financial interest, direct or indirect, in any contract or extension thereof for services with respect to the project report or otherwise with respect to the development of the project executed by such person with the commonwealth, the authority, the city or the redevelopment authority prior to the effective date of this act. For purposes of the foregoing, the Authority shall have all of the powers granted to it by general or special law not inconsistent with this act, including without limitation all powers, and all immunities, provided under sections 35 to 37, inclusive, of chapter 190 of the acts of 1982. Compliance by the Authority and the redevelopment authority with the provisions of this act shall be conclusively deemed to satisfy the requirements of paragraph (n) of section 35 and section 38N and section 44A of said chapter 190. Notwithstanding the provisions of any general or special law, rule or regulation to the contrary, the commissioner of public safety or his designee in the division of inspection of the department of public safety shall be solely responsible for inspection, enforcement, permitting and licensure of the project authorized or required by chapter 143 of the General Laws or section 21 of chapter 40 of the General Laws and regulations referred to therein or adopted pursuant thereto. The project also shall be exempt from compliance with the city's zoning code and any regulations promulgated thereunder. The redevelopment authority and the Authority shall, however, subject the project to large project review as set forth in section 80B-3, subsections 1-5 of the city's zoning code and the lease or other disposition agreement between the redevelopment authority and the Authority authorized hereby shall provide for review and approval by the redevelopment authority of urban design plans, schematic design plans and design development plans.

(b) If the Authority, by a majority vote of its members, approves utilizing the alternative methods for the procurement of design and construction services as provided in subsections (d), (e), (f), (g) and (h), then the procedures set forth in said subsections (d), (e), (f), (g) and (h) shall take effect; provided, however, that the provisions set forth in the last sentence of said subsection (h), and the provisions relating to construction employees including the project labor agreement in said subsection (h), shall apply to the project regardless of the method utilized for procuring construction contracts, and the provisions of sections 38A to 38 O, inclusive, of chapter 7 of the General Laws, the provisions of sections 44A to 44M, inclusive, of chapter 149 of the General Laws, the provisions of section 39M of chapter 30 of the General Laws, and any other general or special law or regulation providing for the advertising, bidding or awarding of contracts for planning, design, construction or improvements to real property shall not apply to contracts entered into in connection with implementation of the project. The Authority is hereby authorized, subject to the further provisions of this act, to utilize alternative methods for the procurement of design and construction services for the project including, but not limited to, construction management,

design-build, so called, and fast-tracked or phased construction. Except as otherwise provided in this act, the procedures to be followed and the terms and conditions of such alternative methods shall be determined by the Authority upon consultation with the commissioner of capital planning and operations and the inspector general; provided, however, that the division of capital planning and operations shall otherwise have no jurisdiction over the project. The inspector general shall comment in writing on such alternative method and not less than 30 days before the Authority begins the procurement of design or construction services for the project pursuant to such alternative measures, the Authority shall have received the written comments of said inspector general and such comments shall have been submitted to the joint committee on state administration and the house and senate committees on ways and means of the general court.

(c) The designer selection board of the Authority shall promulgate procedures consistent with the procedures contained in subsection (b) for the selection of architects and design professionals for the project; provided, however, that said procedures shall also be consistent with Executive Order 390 of 1996. Said procedures shall be approved by the Authority and the designer selection board of the executive office for administration and finance.

(d) As soon as practicable after the effective date of this act, the Authority shall retain the services of an owner's representative, who will serve as the Authority's agent and consultant during the planning, design and construction of the project. The owner's representative's services shall include, but need not be limited to, monitoring the planning and programming and providing advice and consultation with respect to design, value engineering, cost estimating, scheduling, construction and the selection, negotiation with, and oversight of, a designer and a construction manager for the project. The owner's representative shall be selected pursuant to a publicly advertised request for qualifications, which shall include, among other things, the entity's experience with the design and construction of similarly large and complicated buildings, past performance on prior projects and such other factors as the Authority deems appropriate.

(e) There is hereby established a technical advisory board consisting of 11 members, one of whom shall be the director of the redevelopment authority or his designee, one of whom shall be a resident of the South Boston section of the city of Boston appointed by the mayor, one of whom shall be the secretary of administration and finance or his designee, one of whom shall be a person appointed by said secretary of administration and finance, one of whom shall be the executive director of the Authority or his designee, one of whom shall be the owner's representative retained pursuant to the provisions of subsection (d) or his designee, one of whom shall be a representative of the Boston Building and Trades Council appointed by the Authority, one of whom shall be a representative of the Association of General Contractors appointed by the Authority, one of whom shall be a representative of the Associated Subcontractors of Massachusetts, Inc. appointed by the Authority, one of whom shall be a representative of the Boston Chapter of the National Association of Minority Contractors, appointed by the Authority and one of whom shall be a representative of the Women in the Building Trades appointed by the Authority.

(f) A construction manager for the project shall be selected and awarded a contract for construction management services pursuant to competitive negotiations in accordance with procedures adopted by the Authority upon consultation with the commissioner of capital planning and operations and the inspector general. Such procedures shall be approved by vote of the Authority. Such procedures shall, at a minimum, provide for the following: (i) a publicly advertised request for qualifications shall be issued by the Authority in consultation with the technical advisory board; (ii) the technical advisory board shall determine based upon the responses to the request for qualifications which respondents are most qualified to perform the contract; (iii) a request for proposal, including all factors as the Authority in consultation with the technical advisory board determines are appropriate, shall be issued to each respondent determined by the technical advisory board to be most qualified to perform the contract; (iv) the technical advisory board shall evaluate the responses to the request for proposal including any guaranteed maximum price and fee proposals and shall rank the offerors based upon that evaluation; (v) the Authority shall engage in negotiations with the offeror ranked highest by the technical advisory board; (vi) the contract shall be awarded to the offeror that represents the best value to the Authority, after consideration of the guaranteed maximum price fee proposal and other factors; (vii) to the extent that a contract cannot be successfully negotiated with the offeror ranked highest by the technical advisory board, the Authority shall engage in negotiations with the next highest ranked offerors until such time as a contract can be successfully negotiated.

(g) The Authority's contract with the construction manager for the project shall require a guaranteed maximum price, which shall represent the maximum amount to be paid by the Authority for construction of the project, including the fee payable to the construction manager. The Authority's contract with the construction manager shall provide that the construction manager shall have responsibility to ensure compliance with the provisions of Executive Order 390 of 1996. Following the award of the contract to the construction manager, at such time as the Authority, in consultation with the designer and owner's representative, and the construction manager shall agree, the construction manager shall submit a proposed guaranteed maximum price. The Authority, in consultation with the owner's representative, shall analyze the proposed guaranteed maximum price and enter into negotiations with the construction manager to agree upon a guaranteed maximum price for the project. Such agreement shall be subject to approval by the Authority, including the affirmative votes of the secretary for administration and finance or his designee and the collector-treasurer of the city or his designee. At least 14 days prior to any meeting of the Authority at which a vote to approve a guaranteed maximum price for the project is to be held, notice shall be given to the public of the date, time and subject matter of the meeting by publication in a newspaper of general circulation in the city. At least five days prior to said meeting, a summary of the action proposed to be taken at the meeting shall be made available to the public by making copies thereof available at the offices of the Authority, the city clerk and the secretary of administration and finance. In the event that a guaranteed maximum price cannot be agreed upon between the Authority and the construction manager, the Authority shall engage another construction manager in accordance with the provisions of this section; provided, however, that if the Authority determines that it is in its best interests to do so, it may enter into negotiations for a contract with one or more of the firms that previously submitted a response to the request for proposals for a construction manager.



(h) Except as otherwise agreed to between the Authority and the construction manager, all contracts for the provision of labor, material and equipment in connection with the construction of the project, hereinafter referred to as trade contracts, shall be entered into by and between the construction manager and the trade contractor; provided, however, that the purchase of tangible personal property and services for the project by the construction manager and by trade contractors shall be exempt from the excise imposed by chapter 64H of the General Laws. A publicly advertised request for qualifications shall be issued for each trade contract. The construction manager, in consultation with the Authority, shall determine based upon the responses to the request for qualifications which respondents are most qualified to perform the contract. The Authority shall appoint an independent prequalification committee consisting of two general contractors, two trade contractors, an architect and an engineer, all of whom have had active roles in the construction of large buildings, to prequalify the trade contractors in each trade in consultation with the construction managers and the Authority. The prequalification committee in consultation with the construction manager and the Authority shall determine, based on the response to the request for qualifications and investigations made, the respondents who are qualified to perform each contract. Those respondents determined to be most qualified by the prequalification committee in consultation with the construction manager and the Authority shall be invited to submit bids and the trade contract shall be awarded to the lowest responsive bidder; provided, however, that a trade contract may be awarded to other than the lowest responsive bidder with the approval of the Authority upon written justification by the construction manager describing in detail why such award is in the best interests of the Authority. In no event shall the award of a trade contract to other than the lowest responsive bidder upon the recommendation of the construction manager affect the guaranteed maximum price. The Authority shall have the right to reject any bidder for a trade contract upon written justification describing in detail why such action is in the best interests of the Authority; provided, however, that if the Authority rejects the lowest responsive bidder for a trade contract, the guaranteed maximum price shall be increased by the difference between the price offered by the rejected bidder and the trade contract awarded. The provisions of sections 26 to 27F, inclusive, and section 29 of chapter 149 of the General Laws shall apply to the contract between the Authority and the construction manager and all trade contracts awarded pursuant to this section. In undertaking the project: (1) all construction employees employed in the construction of the project shall be paid no less than the wage rate established for such work pursuant to a project labor agreement with the appropriate labor organization or labor organizations, which includes (i) a uniform grievance and arbitration procedure for the resolution of work-related disputes on job sites, (ii) mutually agreeable uniform work rules and schedules for the project, and (iii) an obligation for any labor organization and its constituent members contracted to work on the project not to strike with respect to work on such project; provided, that it shall not be a precondition to the award of a contract that a bidder have previously entered into a collective bargaining agreement with a labor organization, but only that the bidder be willing to execute and comply with said project labor agreement for the project if it is awarded a contract; (2) all steps legally allowed shall be taken in hiring Boston residents in accordance with the provisions of the hiring goals as contained in the Boston Jobs for Boston Residents policy, so called, city of Boston code: ordinances, section 12-10; and (3) the Authority shall comply with the city of Boston's policy and standards relative to contracting with minority and women-owned business enterprises, pursuant to the city of Boston code: ordinances, section 4-4.

The contract between the Authority and the construction manager shall contain the following provisions: Within 15 days after receipt from the construction manager, at the place designated by the Authority if such a place is so designated, of a periodic estimate requesting payment of the amount due for the preceding month, the Authority will make a periodic payment to the construction manager for the work performed during the preceding month and for the materials not incorporated in the work but delivered and suitably stored at the site, or at some location agreed upon in writing, to which the construction manager has title or to which a trade contractor has title and has authorized the construction manager to transfer title to the Authority, less (1) a retention based on its estimate of the fair value of its claims against the contractor and less (2) a retention not exceeding 5 per cent of the approved amount of the periodic payment. After the receipt of a periodic estimate requesting final payment and within 65 days after (a) the construction manager fully completes the work or substantially completes the work so that the value of the work remaining to be done is, in the estimate of the authority, less than 1 per cent of the original contract price, or (b) the construction manager substantially completes the work and the Authority takes possession for occupancy, whichever occurs first, the Authority shall pay the contractor the entire balance due on the contract less a retention based on its estimate of the fair value of its claims against the contractor and of the cost of completing the incomplete and unsatisfactory items of work. If the Authority fails to make payment as herein provided there shall be added to each such payment daily interest at the rate of 3 per cent above the rediscount rate then charged by the Federal Reserve Bank of Boston commencing on the first day after said payment is due and continuing until the payment is delivered or mailed to the construction manager; provided, however, that no interest shall be due, in any event, on the amount due on a periodic estimate for final payment until 15 days after receipt of such a periodic estimate from the construction manager at the place designated by the Authority if such a place is so designated. The construction manager agrees to pay to each trade contractor a portion of any such interest paid in accordance with the amount due each trade contractor.

The Authority may make changes in any periodic estimate submitted by the construction manager and the payment due on said periodic estimate shall be computed in accordance with the changes so made, but such changes or any requirement for a corrected periodic estimate shall not affect the due date for the periodic payment or the date for the commencement of interest charges on the amount of the periodic payment computed in accordance with the change made, as provided herein; provided, however, that the Authority may, within seven days after receipt, return to the construction manager for correction, any periodic estimate which is not in the required form or which contains computations not arithmetically correct and, in that event, the date of receipt of such periodic estimate shall be the date of receipt of the corrected periodic estimate in proper form and with arithmetically correct computations. The date of receipt of a periodic estimate received on a Saturday shall be the first working day thereafter.

All periodic estimates shall be submitted to the Authority, or to its designee as set forth in writing, by the construction manager, and the date of receipt by the Authority or its designee shall be marked on the estimate. All periodic estimates shall contain a separate item for each subtrade as required by specifications and a column listing the amount paid to each trade contractor as of the date the periodic

estimate is filed. The person making payment for the Authority shall add the daily interest provided for herein to each payment for each day beyond the due date based on the date of receipt marked on the estimate.

A certificate of the architect to the effect that the construction manager has fully or substantially completed the work shall be conclusive for the purposes of this section.

The contract between the Authority and the construction manager and the contracts between the construction manager and the trade contractors shall contain the following provisions: Forthwith, which for the purposes of this paragraph means within five days after the construction manager receives payment on account of a periodic estimate, the construction manager shall pay to each trade contractor the amount paid for the labor performed and the materials furnished by that trade contractor, less any amount specified in any court proceedings barring such payment and also less any amount claimed due from the trade contractor by the construction manager.

After each trade contractor substantially completes his work in accordance with the plans and specifications, the entire balance due under the subcontract less amounts retained by the Authority as the estimated cost of completing the incomplete and unsatisfactory items of work, shall be due the trade contractor, and the construction manager shall submit a periodic estimate for such payment to the Authority and the Authority shall act on such estimate and make payment to the construction manager of sums due not later than 65 days after receipt of such periodic estimate requesting payment. The construction manager shall forthwith, which for the purposes of this paragraph means within five days, pay to the trade contractor the full amount received from the Authority less any amount specified in any court proceedings barring such payment and also less any amount claimed due from the trade contractor to the construction manager.

Each payment made by the Authority to the construction manager pursuant to this subsection for the labor performed and the materials furnished by a trade contractor shall be made to the construction manager for the account of that trade contractor and the Authority shall take reasonable steps to compel the construction manager to make each such payment to each such trade contractor. Failure of the construction manager to make payments due to a trade contractor in accordance with the provisions of this section shall constitute a default of the construction manager's contract with the Authority.

(i) Notwithstanding any provision of this act or any other general or special law to the contrary, the redevelopment authority, upon request and direction of the Authority, may make direct expenditures for any cost of the project not otherwise the expense of the redevelopment authority hereunder, subject to reimbursement therefor from the Authority or the commonwealth as provided in this act. Any such expenditure made by the redevelopment authority at the request of the secretary of administration and finance prior to the effective date of this act is hereby ratified and confirmed.

(j) Notwithstanding any general or special law to the contrary, in staffing the Boston convention and exhibition center authorized by this act, the Authority shall take all necessary and legally allowed steps to hire the work force for said convention and exhibition center according to the hiring goals of the Enhanced Enterprise Community, so called, of the city of Boston.

(k) The Authority, in negotiating and entering into contracts to support the daily operations of the Boston convention and exhibition center authorized by this act, shall comply with the provisions of Executive Order 390 of 1996. In meeting the requirement of this paragraph, the Authority shall consult with the executive director of minority business enterprise in the executive office for administration and finance.

(l) The Authority shall prepare quarterly reports which shall include, but not be limited to: (i) the total dollars expended on the project to date; (ii) the number of contracts entered into to date; (iii) the number of contracts entered into with minority businesses; (iv) the number of contracts entered into with women-owned businesses; (v) the dollar value of contracts entered into with minority businesses; (vi) the dollar value of contracts entered into with women-owned businesses; (vii) the total number of employees working on the project; (viii) the total number of employees working on the project, broken down by race, ethnicity and gender; and (ix) the total number of Boston residents working on the project. Said quarterly reports shall be submitted to the secretary of the executive office for administration and finance, the house ways and means committee, the senate ways and means committee, the clerk of the house, the clerk of the senate, and the house committee on long term debt and capital expenditures.

**SECTION 6.** (a) Subject to section 13, the city of Boston shall raise and appropriate, or may borrow as provided in section 7, and shall agree with the redevelopment authority to raise and appropriate or borrow, in aid of the redevelopment authority, such sums as may be necessary to defray the costs of all lands, property, rights, air rights, sub-surface rights, easements and interests acquired by the redevelopment authority as provided in section 3 and for making relocation payments as provided therein and in chapter 79A of the General Laws and the costs of remediation, gravel removal, relocation and demolition of structures, lands or property to provide a ready to build site and for paying any other costs of the project incurred by the redevelopment authority as provided in section 3, 4 or 5; provided, however, that the city shall raise and appropriate not less than \$157,800,000 unless said costs incurred by the redevelopment authority are less than said amount. To the extent the costs incurred by the redevelopment authority as aforesaid exceed the amount available therefor from the city, the commonwealth shall provide up to \$47,200,000 for such excess costs. To the extent that the costs of all lands, property, rights, easements and interests and the costs of remediation, gravel removal, relocation and demolition necessary to provide a ready to build site exceed \$205,000,000, the city and the commonwealth shall share equally in the payment of such excess up to a maximum of \$50,000,000. Prior to the city issuing temporary or permanent debt to finance site acquisition costs, the city shall be authorized to increase the excise authorized by section 3A of chapter 64G of the General Laws up to the rate of 4.5 per cent.

(b) The city of Boston shall solely bear the financial burden associated with any incentives necessary including, but not limited to, tax

abatements, tax rebates, tax increment financing, equity participation, parking structure and other infrastructure not specifically mentioned in the provisions of this act, credit enhancement of financing, rebate of development fees for licensing, permitting, reduced ground rent, Community Development Finance Authority hereinafter referred to as CDFA grants or Community Development Block Grants hereinafter referred to as CDBG, land assemblage, land leases and tax abatements and tax rebates that are required to promote and to achieve an adequate number of hotel rooms to support the specified projects.

**SECTION 7.** (a) Subject to section 13, to meet the expenditures of the city provided in section 6, the city is hereby authorized to borrow, at one time or from time to time, a sum in the aggregate not exceeding \$157,800,000 and may issue and sell bonds, notes and other evidences of indebtedness of the city therefor as provided herein and in chapter 643 of the acts of 1983; provided, however, that the city is hereby further authorized to borrow an additional sum in the aggregate not exceeding \$25,000,000, as needed by the city to pay excess costs pursuant to the provisions of section 6.

(b) Subject to section 16 of chapter 44 of the General Laws and chapter 643 of the acts of 1983, bonds and notes issued by the city under authority of this act shall bear on their face the words, City of Boston Convention Center Loan, Act of 1997. Each issue shall constitute a separate loan and, except as provided in said chapter 643, such loans shall be payable in not more than 25 years from their dates. Debt incurred by the city under authority of this act shall not be included in determining the limit of indebtedness of the city as established by law, but shall, except as provided herein or in said chapter 643, be subject to the provisions of chapter 44 of the General Laws. Notwithstanding the provisions of section 4 or section 8 of said chapter 643 to the contrary, the maturity date of notes issued by the city in anticipation of the receipt of the proceeds of bonds authorized by this section shall not exceed five years from the date of issue of such notes provided that notes issued for less than five years may be refunded by the issue of other notes maturing no later than five years from the date of issue of the original loan.

**SECTION 8.** (a) On or before the first date of issuance by the city of any bonds, notes or other indebtedness pursuant to section 7, but in any event no later than July 1, 1998 the collector-treasurer of the city shall set up on the books of the city, or shall otherwise establish pursuant to the trust or other security agreement, if any, securing any indebtedness incurred under authority of said section 7, a separate fund entitled the City of Boston Room Occupancy Excise Fund hereinafter referred to as the Room Occupancy Excise Fund. Such fund shall be maintained as provided in this act by the collector-treasurer or, with the approval of the mayor, by a corporate trustee under such trust or security agreement.

(b) Notwithstanding any provisions of chapter 64G of the General Laws to the contrary, on and after the date of establishment of the Room Occupancy Excise Fund as provided in subsection (a), all sums received by the city from or on account of the excise imposed under section 3A of said chapter 64G and from or on account of the sale of hackney licenses as provided in section 20 and from or on account of receipts from the surcharge on vehicular rental transaction contracts imposed pursuant to subsection (e) of section 9 and all sums distributed to the city from the convention center fund pursuant to section 10 shall be deposited in said Room Occupancy Excise Fund. Except as otherwise provided in this section, all amounts so deposited shall be used solely to pay the cost of administration and collection of said excise and of issuance and sale of said licenses, under such supplementary appropriation orders as the mayor may submit and the city council shall approve in accordance with the city charter, and to pay or provide for, without further appropriation, the principal of and premium and interest on all bonds, notes or other evidences of indebtedness issued under authority of section 7 including the establishment and maintenance of such reserves therefor as may be provided for in any trust or other security agreement securing the same and the costs of administration of such trust or other security agreement. Subject to the provisions of any such trust or other security agreement, any amount deposited in the room occupancy excise fund in any fiscal year which is determined by the collector-treasurer to be not required for the foregoing purposes of the fund may be withdrawn therefrom and deposited in the general fund of the city.

(c) In accordance with section 9 of chapter 643 of the acts of 1983, any trust or security agreement directly or indirectly securing indebtedness of the city incurred under authority of section 7 may, in addition to other security provided by law, pledge or assign, and create a security interest in, all or any part of the amounts deposited and held from time to time in the Room Occupancy Excise Fund. Amounts deposited and held in the room occupancy excise fund shall be deemed to be facility revenues within the meaning of said chapter 643 and the project shall be deemed to be a revenue producing facility for all purposes thereof.

(d) In order to increase the marketability of bonds and notes of the city issued under authority of this act, and in consideration of the acceptance of payment for any such bonds and notes, the commonwealth covenants with the purchasers and all subsequent holders and transferees of any such bonds and notes that until all such indebtedness, including all indebtedness issued to refund such indebtedness, and the interest thereon, shall be paid or, if earlier, shall be deemed to have been paid within the meaning of any trust or other security agreement securing the same, the rate of the excise imposed within the city under section 3A of chapter 64G of the General Laws and the rate of the surcharges imposed pursuant to section 9 shall not be reduced below the amount in effect at the time of issue of any such indebtedness.

(e) The Room Occupancy Excise Fund shall be dissolved on December 31, 1999, if no indebtedness of the city issued under the authority of section 7 shall then be outstanding, or otherwise when all such indebtedness, including any indebtedness issued to refund any such indebtedness, and the interest thereon, shall be paid or, if earlier, shall be deemed to have been paid within the meaning of any trust or other security agreement securing the same. Any balance remaining in said Room Occupancy Excise Fund on such date of dissolution shall be deposited in the General Fund of the city. All sums imposed or received pursuant to subsection (a) or (b) shall remain in effect after the dissolution of said Room Occupancy Excise Fund and shall be deposited in the general fund of the city.

**SECTION 9.** (a) In order to provide for a portion of the costs of the project and the payment of the principal of and interest on special

## Summary

### **An Act Insuring Community Investment and the Equitable Taxation of Insurance Companies in Massachusetts (H. 5479)**

**Passed by the Massachusetts General Court on July 31, 1998**

**Signed by the Governor on August 10, 1998**

**Investment Pools:** The Act creates two new investments pools: the Massachusetts life insurance community investment initiative (the Life Initiative) and the Massachusetts property & casualty community investment initiative (the P&C Initiative). In order for any particular company to receive its tax cut (see below), it must invest its "proportionate share" into these investment pools<sup>1</sup>. If every company participates (and it is expected that virtually every company will do so) each investment pool will receive \$100 million over five years (\$20 million per year).

The investment pools will operate for 24 years, allowing the funds to revolve and be reallocated to new projects.

**Investment Incentives:** The Act phases out certain taxes for life insurance companies and property & casualty companies over a five year period. Once the cuts are fully phased in, the industry will save an estimated \$48 million in state taxes. The changes will allow Massachusetts-based companies to pay the same taxes as out-of-state companies doing business in the Commonwealth. Only those companies which invest in the investment pool will be able to receive the tax cut.

The Act also establishes a 1.5 percent tax credit for each dollar invested by a company in the pool that is in excess of that company's proportionate share. This will provide an incentive for companies to invest more than is otherwise required, and it is particularly important as an incentive for out-of-state companies (e.g., Prudential, NY Life, Met Life) who do not benefit from the tax cut, but who do have a substantial market presence in the Commonwealth. If the tax credit is successful, it will increase the total size of the investment pools beyond the \$200 million level.

**Qualified Investments:** The Act defines those investments which qualify as community investments. These include any investment "within the Commonwealth that provides a prudent and sound investment opportunity and:

- (1) provides an investment in minority or women business enterprises;
- (2) provides an investment in small businesses<sup>2</sup>;

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<sup>1</sup> A company's proportionate share is based on its share of the tax cut included in the bill.

<sup>2</sup> To qualify the small business must have sales under \$5 million, and must either be located in a low/moderate income community or employ, as a majority of its workforce, members of low or moderate income households.

- (3) provides an investment in rental housing or home ownership opportunities targeted to low and moderate income households or low and moderate income communities;
- (4) provides an investment that will create jobs for low and moderate income households living in a low and moderate income community;
- (5) provides an investment in health centers that serve low and moderate income communities;
- (6) provides an investment in the Massachusetts Community Development Finance Corporation; or
- (7) provides an investment in the Massachusetts Housing Partnership Fund.

All investments in the initiatives are to be considered "admitted assets."<sup>3</sup>

Investments can be made directly or through financial intermediaries. It is anticipated that most, but not all, of the investments will be made through intermediaries.

Investments may the form of one of the following instruments:

- (1) original issue debt or equity securities;
- (2) securities which are derived from the exchange of previously held original issue securities;
- (3) credit enhancements; or
- (4) securities backed by Massachusetts affordable mortgage loans.

**Governance and public participation:** While there will be two separate investment pools, they will likely both be managed by the Massachusetts Capital Resource Company -- an industry formed investment organization founded in 1977 to invest in small and mid sized companies. Each initiative is required to establish an "investment committee" to review, authorize and act upon specific investments and to establish underwriting guidelines. Each committee must include at least two individuals (a total of four), one of whom shall represent a community based organization (CBO) and one of whom shall either represent a CBO or have expertise in making or evaluating qualified investments. One of these two individuals must be from central or western Massachusetts.

The investment committees must hold at least one public meeting each year in each of five regions across the state (Greater Boston, southeastern, northeastern, central, western).

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<sup>3</sup> Only those investments that are deemed sufficiently reliable by the Insurance Commissioner can be considered admitted assets for the purpose of solvency ratio tests. Risky or uncertain investments cannot be included. Many common community development investments would not qualify because they are too small and/or unrated. This has been a powerful disincentive for companies considering community investments. By classifying all investments in these pools as admitted assets, the Act eliminates this obstacle.

**Reporting:** Each initiative must issue a public annual report with the following information:

- (1) a list of participating companies;
- (2) the amount of capital invested by each company for the preceding year and in the aggregate;
- (3) the amount of qualified investments made by the initiative for the preceding year and in the aggregate;
- (4) a list of all investments made, including the value, type, and recipient (including address);
- (5) the amount, if any, of qualified interim investments;<sup>4</sup>
- (6) a brief statement reporting how each investment meets the criteria established in the Act; and
- (7) a record of each public meeting held by the investment committee in each MOBD region.

Each initiative must also make available an audited financial statement.

**Regional Balance:** The Act contains a number of provisions to ensure that the funds are invested fairly across the Commonwealth. These include the following:

1. Investment committees must include one public representative from central or western Massachusetts.;
2. Investment committees must hold public meetings in each of the five regions of the state (Boston, southeastern, northeastern, central, western);
3. Each of the five regions must receive at least some investment funds. A formula based on unemployment rates and the size of the labor force is included that sets the minimum amount for each region. In general, each region is required to receive at least 4 or 5% of the funds by December 31, 2002 (i.e. \$10 million).

**Timeline:** There is no specific timeline for implementing this Act. However, companies must put their funds in the investment initiatives by December 31, 1998 in order to receive the tax cut next year. Once the funds are put in the initiative, they must be invested in qualified investments within 12 months. It is reasonable to expect that the initiative will start making qualified investments in Spring 1999. In the meantime, the initiatives will need to establish their investment committees, select community representatives, establish underwriting guidelines, and adopt an application process.

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<sup>4</sup> The initiatives can park funds in "qualified interim investments" until such time as they are ready to be invested in actual community development projects.

## THE COMMONWEALTH OF MASSACHUSETTS

*In the Year One Thousand Nine Hundred and Ninety-eight*

AN ACT AUTHORIZING LONG TERM LEASES FOR OFFICES FOR THE DEPARTMENT OF PUBLIC HEALTH IN THE DUDLEY SQUARE AREA OF THE CITY OF BOSTON.

Whereas, The deferred operation of this act would tend to defeat its purpose, which is to authorize forthwith certain long term leases for offices of the department of public health, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. The commissioner of the division of capital planning and operations, in consultation with the department of public health, may, notwithstanding the first through the fifth paragraphs, but subject to the sixth paragraph of section 40G of chapter 7 of the General Laws, and subject to the provisions of this act, negotiate and enter into a lease or leases for a term not to exceed 20 years; provided, however, that said commissioner may exercise, prior to the end of said lease or leases, an option to extend said lease or leases for an additional term of not more than ten years, and any further such extension of said lease or leases shall require the prior approval of the general court, for all or any portion of such land, buildings, and improvements as may be selected by said commissioner pursuant to sections 40E to 40F $\frac{1}{2}$ , inclusive, said sixth paragraph of said section 40G, and sections 40H to 40L, inclusive, of said chapter 7 and section 3 of this act; and provided further, that said leased premises shall be located in the Dudley Square economic redevelopment district in the city of Boston. Said district, delineated by the Boston redevelopment authority, includes all the land, buildings and improvements bounded on the northeast by Melnea Cass Boulevard between Harrison and Shawmut Avenues; on the southwest by St. James Street between Warren and Washington Streets; on the northeast by Shawmut Avenue through Shawmut Avenue to Shawmut Avenue Extension through to Washington Street between Melnea Cass Boulevard and St. James Street, which district is in the Dudley Square

area of the city of Boston. Also included in said district shall be the land, buildings and improvements adjacent to, but outside of said boundaries, as well as all of the land, buildings and improvements within said boundaries.

The leased premises shall be for use by the department of public health primarily as offices in the city of Boston.

SECTION 2. The leases authorized by this act shall include the following terms and conditions: (a) that the lease shall be subject to appropriation of adequate funds annually by the legislature, and to authorization for expenditure of said funds annually by the secretary of administration and finance; (b) that the total occupancy cost, including rent and all other charges, paid by the commonwealth under the lease shall not exceed \$25 per usable square foot of space for the first five years of the term and thereafter said cost may increase to reflect any actual increase in operating expenses for the leased premises, excluding capital improvements; (c) that the lease shall include, and shall not be executed without attachment of, final plans and specifications of such renovations and improvements to the leased premises and the building in which they are located, as are necessary for their use by the department of public health, which plans and specifications shall be at 100 per cent design stage, ready for construction, and which renovations and improvements shall be acceptable to the commissioners of the division of capital planning and operations and the department of public health; (d) that the lease shall require the landlord to construct said renovations and improvements prior to the commonwealth's occupancy of the leased premises and commencement of the lease term; (e) that the landlord shall be responsible for the design and construction of all such renovations and improvements and for the condition of the leased premises and the building in which they are located, notwithstanding any review, approval or oversight of the same or of any plans or specifications by the commonwealth; (f) that the lease shall require the landlord to keep the leased premises and the building in which they are located in good condition throughout the term, including by making repairs and replacements, and to establish and maintain adequate capital reserves for such purposes; (g) that any contributions made by the commonwealth to capital reserves or expenditures shall not apply to the initial construction of improvements and renovations under the lease, and must be amortized over the full useful life of any repairs, replacements or improvements to which such contributions are applied, with the commonwealth paying not more than its propor-



tionate share annually based on the number of years remaining in the term of the lease; and (h) that the lease shall contain such other terms as shall be required by the commissioner. This authorization to enter into said leases is subject to the provision by the city of Boston of such funding to the landlords of the properties in which the leased premises are located as may be necessary to cover the landlords' development costs, including improvements, renovations, and transaction costs, and profit, in the event that said costs exceed \$25 per usable square foot of space. In no event shall any payments made by the commonwealth be used to repay such funding by the city of Boston to the landlords.

SECTION 3. The construction, renovation, design, development, and management of the leased premises and the buildings in which they are located as authorized by this act, and any contract relating thereto, shall be exempt from the provisions of sections 38A½ to 40D, inclusive, of chapter 7, sections 44A to 44J, inclusive, of chapter 149, section 39M of chapter 30 of the General Laws, and any other general or special law or regulation governing construction, renovation, design, development, and management of real or personal property by or for the commonwealth. Notwithstanding the foregoing, all contractors and subcontractors engaged in the construction or renovation of improvements at the property shall pay prevailing wages under sections 26 to 27E, inclusive, of said chapter 149 and the leases authorized hereunder shall be subject to sections 40E to 40F½, inclusive, and sections 40H to 40L, inclusive, of said chapter 7.

SECTION 4. The lessors to any lease authorized by this act shall pay for all surveys, plans and specifications, peer review and oversight by architects and engineers hired by the division of capital planning and operations in connection with such lessor's design and construction, and for all other costs and expenses associated with the renovations and improvements to the leased premises and the buildings in which they are located as are required under the leases. Such lessor shall also pay for all costs and expenses associated with the leasing process and negotiations, as required by the commissioner. Such lessor shall be responsible for, and shall indemnify the commonwealth from and against, all costs and liabilities associated with the environmental condition of the properties in which the leased premises are located.

House of Representatives, July , 1998.

Preamble adopted,

Acting  
Speaker.

In Senate, July 30, 1998.

Preamble adopted,

, President.

House of Representatives, July , 1998.

Bill passed to be enacted,

Acting  
Speaker.

In Senate, July 31, 1998.

Bill passed to be enacted,

, President.

August 10, 1998.

Approved,

at

4 o'clock and 18 minutes, P. M.

Acting Governor.

## APPENDIX IX: COMMUNITY-BASED EDUCATION AND TRAINING PARTNERS FUNDED BY THE EEC

Community-based and faith-based organizations are critical components to the implementation of Boston's Strategic Plan. Below are descriptions of some of those organizations that have partnered with the current Enhanced Enterprise Community Initiative. This list is by no means a comprehensive list, nor does it predetermine funding of Round II EZ programs. The list is included to provide the reader with a greater sense of who the potential EZ partners might be, as well as to highlight the importance they bear in the implementation and success of *Boston Connects*.

**ABCD** is a private, non-profit, 501 (C)3 organization that has been designated as Boston's anti-poverty agency and community action program. ABCD was founded in 1962. ABCD has provided job training and education to low income youth and adults since its inception. The agency has job-placed more than 3,500 low-income adults since its inception. The agency operates many anti-poverty initiatives including Head Start, Child Care Services, Youth Alternative Education, Adult Basic Education, the Urban College, Health Services, Fuel Assistance and Information & Referral services.

**American Red Cross** is a community-based organization, which operates programs and services in response to the specific needs of the 73 communities that comprise their service area. All services are centrally planned and locally delivered. ARC has provided health, safety and social services to needy people in metropolitan Boston since 1905. Traditionally recognized for its relief to disaster victims, ARC annually responds to more than 400 emergencies. ARC also has been offering ESL classes and health assistance training to the community since 1989.

**Aquinas College** is a private two-year college accredited as a secretarial school in 1961. Aquinas offers a career/technical curriculum integrated with a liberal arts core. Aquinas College prepares students for entry-level employment and transfer to four-year colleges.

**Boston Technical Center, Inc.** was established in 1977 as the training arm of the Economic Development and Industrial Corporation of Boston (EDIC). It is a private, non-profit, post-secondary business and trade school, licensed by the Commonwealth of Massachusetts Department of Education. The BTC has trained more than 4,000 Boston area low- and moderate-income residents since 1977. Classes include a medical/secretary training course, machinist training, and a phlebotomy/EKG training.

**Julie's Family Learning Center** is a community-based family support and education program with an exceptional record in providing effective, pre-vocational job readiness and life skills education services to low-income families living in South Boston.

**Bunker Hill Community College** is a public, comprehensive, urban community college. Founded in 1973, it is a regional institution serving the diverse urban community residing in the greater metropolitan Boston area. Bunker Hill offers 56 degree concentrations leading to Associate in Arts and Associate in Science degrees, as well as 30 short-term certificate programs.

**Burdett School** has operated since its founding in 1879. Burdett is a private career school offering certificates and Associate Degree programs in either nine or twelve months. Burdett is committed to being a leader in short-term education in New England. The school has maintained a policy that places paramount importance on the employability of its graduates.

**Caribbean Foundation of Boston, Inc.** was founded in 1973 by a group of inner city women of West Indian heritage. The Urban Community Homemaker/Home Health Aide & Chore Services were started in 1975 to serve residents of Roxbury, Dorchester, and surrounding low-income neighborhoods. The program trains homemakers and home health aides who are employed by families in the Greater Boston community. The major goal of the agency is to prevent the unnecessary hospitalization of elderly and disabled through professionally trained Home Health Aides.

**Dimock Community Health Center** is a comprehensive non-profit health and human service agency. Dimock operates as a minority-directed multi-service agency supporting education and skills training programs through the Center's Career Development Service cluster. Current programs include adult basic education courses, GED preparation instruction, vocational counseling and assessment, job placement services, a new One Stop Career Center (Boston Career Link) and on-site skills training programs to prepare job seekers for a variety of careers.

**Computer Training Specialists, Inc.** was founded in November, 1992 and provides computer office training to low-income residents of Boston. CTS is committed to providing students with marketable computer skills. CTS constantly strives to create a non-threatening environment, one that promotes increased self-confidence and self-esteem.

**Crittenton Hastings House** is a non-profit multi-service organization located in Boston. For 160 years, Crittenton Hastings House has offered a comprehensive array of services for women, children and families that address the most essential aspects of daily life including education and training, child care, health care, housing, nutrition and counseling. Crittenton incorporates a comprehensive, future-oriented strategy into all of its programs to address the intergenerational cycle of issues which affect its consumer population. Crittenton serves more than 7,500 individuals and families in Greater Boston each year.

**EDCO Youth Alternative** is one of the longest-standing alternative education and work-study programs for school dropouts in the nation. For over 25 years, EDCO has provided alternative education and employment-related services for thousands of Boston students at-risk. EDCO is meeting the challenges posed by the present economic realities by furnishing students with the skills necessary to obtain a high school diploma by offering work experience and by coordinating with other social service agencies.

**El Centro del Cardenal** was founded in 1957 by the late Cardinal Cushing to serve the needs of Puerto Rican families who had moved to Boston's South End. Today the agency is an affiliate of the Catholic Charitable Bureau of the Archdiocese of Boston. It serves 6,000 clients annually. Services provided include alternative education for out-of-school youth and extremely high-risk youth; ESL and computer literacy for adults; after school substance abuse prevention, counseling and case management; child care; and basic emergency services.

**ESAC (Ecumenical Social Action Center)** was founded in 1965 and located in Egleston Square to facilitate and promote healthy, stable, and integrated neighborhoods. ESAC's goals are to develop programs through direct services and collaborations with community organizations that address the compelling education, employment and counseling needs of youth and the housing, health and social service needs of older, low-income residents of Boston.

**Federated Dorchester Neighborhood House** was established in 1965. Today Federated consists of four neighborhood "houses:" a neighborhood charter school serving grades K-5; Dorchester Center for Adult Education; a community-focused family child care program; and a senior service agency. Together, the neighborhood houses and their programs provide a continuum of social, recreational, educational, health and family support services to children, teens, adults and elders in Boston.

**International Institute of Boston** is a non-profit, multi-service organization which has run programs for immigrants and refugees since 1924 enabling them to become self-sufficient, participating members of their communities. Program activities fall into five major service areas: Education; Employment and Training; Refugee Resettlement; Social Services; and Immigration Services. Current programs include: intensive daytime English as a second language; evening ESL; evening adult basic education; and intensive ESL in conjunction with the Boston Worker Assistance Center.

**Jewish Vocational Services** is a non-profit, non-sectarian agency with 58 years of experience servicing the Greater Boston community. The agency's current annual caseload is 6,000. Agency services, which ensure that clients achieve their economic potential, include: micro-enterprise training; technical assistance and access to capital; ESL; adult basic education; high school diploma programs; workplace education; adult literacy; family literacy; youth education and training; occupational skills training; job development and placement services; as well as career information and counseling.

**La Alianza Hispana** is a bilingual, community-based, non-profit corporation organized to provide the Roxbury-Dorchester community with needed social, health, education and training services. Dedicated to combating the effects of poverty, La Alianza advocates for equal access to basic resources and promotes self-reliance, competence and community participation and advocacy.

**Morgan Memorial Goodwill Industries, Inc.** is one of Boston's largest human service organizations and is also the founding parent of a worldwide network of 22 Goodwill affiliates. Goodwill employs approximately 400 individuals. Programs and services offered at Goodwill include: Employment and Career Services; Contract Services; Youth Services; Retail Operations; and Community Services. It is also a co-partner in the Boston Career Link Career Center.

**Notre Dame Education Center** offers adult education classes covering five levels of ESOL and a literacy program ranging from family literacy to ABE I & II, Pre-GED and GED. People from the diverse neighborhood and culture of the South Boston come here to initiate or continue their education.

**Operation A.B.L.E.** was founded in 1982. Operation A.B.L.E. provides employment and training opportunities for adults from racially, occupationally and economically diverse populations. Training courses include computerized accounting, medical office and general business applications. Employment services/job assistance, skills training and placement are also provided at the completion of training.

**Project Place** is a 31 year-old non-profit organization located in the South End of Boston. Project Place provides the tools and resources for homeless and low-income individuals to become self-sufficient. They provide educational services and job training to individuals living in Greater Boston.

**Roxbury Community College** is located in the heart of the Enhanced Enterprise community. Founded in 1974, RCC's mission is to serve the higher education and community learning needs of residents of Greater Boston. In particular, RCC serves those who have been historically deprived of access to post-secondary education, have been inadequately prepared for college or the workplace, and newcomers to Boston and America.

**Roxbury YouthWorks, Inc.** was founded in 1981 by Justice Julian T. Houston, Justice for the Juvenile session of Roxbury Court. The mission of RYI is to create healthy families, strong communities, and to inspire youth to recognize and develop their strengths.

**Urban League of Eastern Massachusetts** is an interracial, nonprofit, community-based organization that provides programs, services, and advocacy in the areas of education, career development and employment for African Americans and other residents of color. The League's focus is on poor and lower-income urban areas of Greater Boston and surrounding communities.

**Veteran's Benefits Clearinghouse** is a community-based 501 (c)3 non-profit organization which provides low and moderate income veterans and their families with counseling, information and referral services, housing and housing counseling, health and office skills training programs, career educational guidance, job development and job placement services.

**W.A.I.T.T. Houses, Inc.** provides three well developed programs that respond to the needs of the residents of Roxbury and North Dorchester: Adult Basic Education, Adult External High School Diploma program, and Career Awareness. W.A.I.T.T. House participants also receive vocational counseling and support services.

**YMCA of Greater Boston Training, Inc.** provides hands-on computerized office skills training to economically disadvantaged individuals. Staff and professional volunteers develop curriculum, mentor, tutor, teach, and develop jobs and internships for trainees with a goal for full-time employment in a professional environment.





**Investing in our future**